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UNIFORM TIME LEGISLATION

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HEARING BEFORE THE COMMITTEE ON COMMERCE UNITED STATES SENATE EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

S. 1404

A BILL TO ESTABLISH UNIFORM DATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED

APRIL 26, 1965

Serial 89-14

Printed for the use of the Committee on Commerce



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WASHINGTON : 1965

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UNIFORM TIME LEGISLATION

MONDAY, APRIL 26, 1965

U.S. SENATE,
COMMITTEE ON COMMERCE,
Washington, D.C.

The committee met at 10:05 a.m., in room 5110, New Senate Office Building, Hon. Gale W. McGee presiding.

Senator McGEE. This morning the Committee on Commerce will begin its consideration of legislation to deal with some of the problems of time confusion, and the need for improved time uniformity throughout the United States.

It is commonly said that we live by the clock. Actually, we live by a bewildering series of clocks, most of which tell different times, and I hope that members of the committee, witnesses, the press, and spectators on this gloomy Monday morning have solved their own weekend problems of different times, and are prepared to push ahead on eastern daylight saving time. I am not sure what your presence here suggests, either that you did or didn't make the right adjustment on that time accommodation.

Thirty-one States and the District of Columbia observe daylight saving time in the summer, but only 15 of them do so on a statewide basis; the others observe daylight time on a spotty, hit-or-miss basis. The 15 States which have a uniform statewide pattern all switched to daylight time yesterday, but others who observe fast time advance their clocks on 11 different dates. And when the autumn season rolls around, the switch back to standard time will take place on a score of different dates, ranging from August through October.

The result is a pattern of confusion that is enough to confound Father Time himself as he trudges on his relentless course across the country. And many of us believe something must be done about it.

What can be achieved by these hearings, or by the enactment of new legislation in this area?

Clearly, we cannot eliminate all the clock confusion. Desirable though it might seem in the long run, it would be unrealistic at this time to try to eliminate the four time zones that currently span the continental United States.

Furthermore, I do not believe we can eliminate the time disparity between those who observe daylight saving time and those who adhere to standard time throughout the year, at least not yet. Let me make it clear that the committee has no intention of getting into the highly charged arguments about daylight saving time, as such. We do not in-

tend to debate the relative merits of standard versus daylight saving time. Many areas of the country have never shown any voluntary interest in adopting daylight saving time, and the committee is not going to try to force it on them. We have enough problems to resolve without getting into that one. At the same time, we do not intend to deny daylight saving time to any community or area which desires to observe it.

The specific subject of this hearing is S. 1404, introduced by the senior Senator from New Hampshire, Mr. Cotton, and myself. The aim of our bill is simply to standardize the changeover dates for those States and communities which choose to observe daylight saving time. While this bill is a modest step in the direction of time uniformity, it will, nevertheless, attack the single most serious aspect of our current time muddle, the bewildering multiplicity of dates on which our citizens move their clocks ahead in the spring and back in the fall.

Because the committee explored the subject quite fully in the last Congress, we hope that hearings on this bill may be concluded this morning.

I must say that the individual that has probably spent the most time considering the many ramifications of the whole question of time change is the distinguished Senator from New Hampshire, and I am sure that Senator Cotton will have a statement for the record at this time.

Senator COTTON. Thank you, Mr. Chairman. You and I have worked together on this problem. I have a statement which I would like to insert in the record. I won't read all of it because some of it would be repetitious and cover some of the subject matter that you have so well covered.

I think it should be brought out that this problem is not just a matter of inconvenience. It is not merely a matter of Americans being plagued with missed appointments and baffled by timetable distortions. The dollars-and-cents cost is startling. The principal expense is to those engaged in transportation and communications. While it is difficult to estimate accurately the expense to railroads, buslines, and airlines in replanning, changing, reprinting, and distributing schedules, and to stations and networks in changing, postponing, and videotaping programs, experts before our committee of the last Congress testified that the burden placed on commerce and communications during these periods when time is out of joint adds up to more than \$2 million a year. The loss to individuals is, of course, incalculable.

While the bill that I, with Senator McGee, have introduced won't solve all of the problems of time confusion, it would achieve uniformity in the singlemost trouble area: the vast array of changeover dates. And it should do this with a minimum of disruption, controversy, and difficulty.

The one point that Senator McGee has already made clear and that I want to reemphasize is that this bill does not force or attempt to force daylight saving time on any State, county, city, or community. All this bill does is to provide that any State, or subdivision thereof, that has decided, or does decide of its own accord, to adopt daylight saving

time, shall start it on the same day, the last Sunday in April, and end it on the same day, the last Sunday in October.

It should also be noted that the bill makes some long overdue technical corrections designed to update and modernize the 45-year-old Standard Time Act of 1918.

These changes include new provisions for standard time zones covering Alaska and Hawaii. The present law ignores Hawaii and prescribes a totally unrealistic and unworkable single time zone for Alaska.

It is my understanding that there is no controversy on these necessary technical changes in the law.

While this bill does not undertake to dictate to States or subdivisions, it does set up a policy of the United States for more uniform time practices and directs the Interstate Commerce Commission, which administers the act, to foster and promote the adoption and observance of uniform time practices by the States and communities of the Nation.

The Congress under the interstate commerce clause and the weights and measures clause in the Constitution, clearly has, I believe, the power to fix time practices in the Nation. Subsection (b) of section 3 exercises that power, but in the matter of the date of beginning and ending daylight time only, so far as this bill goes, subsection (c) of section 3 provides for enforcement of the act.

It is my own understanding that the purpose of, and I expect probably the Chairman of the Interstate Commerce Commission will cover this point, and, if not, I shall want to inquire from him, it is my understanding that the purpose of this section, as carried out, would be to enable the ICC to compel all carriers and communications to adhere to the act in their schedules, which, in itself, would encourage States and subdivisions to follow the same course and thus avoid confusion.

I would not expect the ICC to attempt to enjoin State and local officials, or that it would be necessary to do so. The act does not take effect until 1966. States, whose legislatures have fixed other dates for starting or ending daylight saving time would have ample time to conform to this bill if it is enacted.

In World Wars I and II, Congress adopted daylight time as a war measure, and the States complied. I would expect they would certainly do so in regard to the extremely mild provisions of this bill.

Mr. Chairman, I hope the testimony this morning will enable us to push ahead with legislation in this field and start bringing to an end at least some of the confusion and bewilderment in the country's timekeeping.

Thank you, Mr. Chairman.

(The text of Senator Cotton's statement follows:)

STATEMENT OF SENATOR NORRIS COTTON, REPUBLICAN, OF NEW HAMPSHIRE

Yesterday was clock-changing day for some 100 million Americans who began their annual observance of daylight saving time. Another 90 million of our citizens went through the day untroubled by worry about remembering to set their clocks ahead 1 hour.

Thus, yesterday began the annual period of scrambled time and clock confusion which is one of the greatest public inconveniences in the Nation.

It is easy to imagine what this yearly time scramble does to the scheduling of trains, planes, and buses; to the programing of radio and television; to those placing telephone calls and transacting business of all kinds across the various

time zones and areas. Americans are plagued with missed appointments and baffled by timetable distortions.

But it's not just a matter of inconvenience. The dollars-and-cents cost is startling. The principal expense is to those engaged in transportation and communications. While it is difficult to estimate accurately the expense to railroads, buslines, and airlines in replanning, changing, reprinting, and distributing schedules and to stations and networks in changing, postponing, and videotaping programs, experts before our committee last Congress testified that the burden placed on commerce and communications during these periods when time is out of joint adds up to more than \$2 million a year. The loss to individuals is incalculable.

While the bill that I, with Senator McGee, have introduced won't solve all the problems of time confusion, it would achieve uniformity in the single most troublesome area—the vast array of changeover dates. And it should do this with a minimum of disruption, controversy, and difficulty.

The one point that I want to make crystal clear about my bill is that it does not force or attempt to force daylight saving time on any State, county, city, or community. All this bill does is to provide that any State or subdivision thereof that has decided or does decide of its own accord to adopt daylight saving time shall start it on the same day, the last Sunday in April, and end it on the same day, the last Sunday in October.

It should also be noted that the bill makes some long overdue technical corrections designed to update and modernize the 45-year-old Standard Time Act of 1918.

These changes include new provisions for four standard time zones covering Alaska and Hawaii. The present law ignores Hawaii, and prescribes a totally unrealistic and unworkable single time zone for Alaska.

While this bill does not undertake to dictate to States or subdivisions, it does set up a policy of the United States for more uniform time practices and directs the Interstate Commerce Commission, which administers the act, to foster and promote the adoption and observance of uniform time practices by the States and communities of the Nation. The Congress, under the interstate commerce clause and the weights and measures clause in the Constitution, clearly has the power to fix time practices throughout the Nation. Subsection (b) of section 3 exercises that power, but in the matter of the date of beginning and ending daylight time only.

Subsection (c) of section 3 provides for enforcement of the act. It is my understanding that the purpose of this section would be to enable the ICC to compel all carriers and communications to adhere to the act in their schedules, which in itself would encourage States and subdivisions to follow the same course and thus avoid confusion. I would not expect the ICC to attempt to enjoin State and local officials or that it would be necessary to do so. The act does not take effect until 1966. States whose legislatures have fixed other dates would have ample time to conform to this bill if it is enacted. In World Wars I and II, Congress adopted daylight time as a war measure and the States complied. I would expect they would certainly do so in regard to the extremely mild provisions of this bill.

I hope the testimony this morning will enable us to push ahead with legislation in this field and bring to an end at least some of the confusion and bewilderment in the country's timekeeping.

Senator McGEE. I think you make an excellent point in regard to the role of the Federal Government on this question.

The suggestion is made, as it is eternally made by a certain view, that this is further Federal meddling in the local freedoms of the individual. But the same thing can be said for any government that has sought to bring some order out of the realm of chaos and anarchy that preceded an orderly society. I submit that the terms of this bill and the points to which it addresses itself are elementary ones of simple commonsense in trying to understand what time it is.

At this point, perhaps it would be appropriate if we would insert copies of the bill, S. 1404, in the record, and some related papers, including the comments of the appropriate Federal agencies.

(The documents referred to follow:)

[S. 1404, 89th Cong., 1st sess.]

A BILL To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1965."

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918 (40 Stat. 450), and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921 (41 Stat. 1446). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified herein.

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

SEC. 4. Notwithstanding the provisions of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time consistent with the provisions of section 3 hereof, in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that such time during such period shall be said daylight saving time, and such time shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States, or by any officer, agent, employee, or representative of any such department, agency, or court.

SEC. 5. (a) The first section of the Act entitled "An Act to save daylight and to provide standard time for the United States" approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as 'Atlantic standard time'; that of the second zone shall be known and designated as 'Eastern standard time'; that of the third zone shall be known and designated as 'Central standard time'; that of the fourth zone shall be known and designated as 'Mountain standard time'; that of the fifth zone shall be known and designated as 'Pacific standard time'; that of the sixth zone shall be known and designated as 'Yukon standard time'; that of the seventh zone shall be known and designated as 'Alaska-Hawaii standard time'; and that of the eighth zone shall be known and designated as 'Bering standard time.'"

SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918, as amended, and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921.

SEC. 7. This Act shall take effect January 1, 1966.

BRIEF SUMMARY OF S. 1404

The principal provision of S. 1404 would require any State or political subdivision that adopts daylight saving time to begin such time at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October. The bill also provides that daylight saving time shall advance the standard time by 1 hour (thus preventing so-called double daylight time).

The bill would express the intent of Congress to supersede State laws or local ordinances which provide for different changeover dates or different advances in time. The Interstate Commerce Commission would be authorized to apply to the U.S. district courts for enforcement of these provisions by injunction or other process.

The bill would make daylight time, in those States and subdivisions observing it, the legal time for Federal purposes, amending the existing law which refers only to standard time.

In addition, the bill would (1) provide for the creation of additional standard time zones, mainly for Alaska and Hawaii; (2) make the Administrative Procedure Act applicable to all proceedings of the Interstate Commerce Commission under the Standard Time Act, and (3) direct the ICC to foster and promote the adoption and observance of uniform time standards.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS, Washington, D.C., April 7, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of March 9, 1965, for our comments on S. 1404, the proposed Uniform Time Act.

The essential purpose of the bill is to establish uniform dates for the commencing and ending of daylight saving time in the States and local jurisdictions where it is observed.

As brought out in hearings before your committee during the 88th Congress, great confusion prevails because of lack of uniformity across the Nation in the observance of daylight saving time. Not only is the lack of time uniformity a serious and costly inconvenience to the whole field of transportation, and the traveler as well, but it is a concern of Federal, State, and local governments generally. It obviously has potentially significant implications for military preparedness and civil defense.

Because of the intergovernmental implications of the time uniformity question, the matter was added to the agenda of an Advisory Commission meeting on January 23-24, 1964, for policy consideration. In brief, the Commission considered three alternatives: (1) retain the status quo; (2) Federal legislation requiring uniformity of practice within a State; and (3) Federal legislation man-

dating uniform practice throughout the country. The Commission, without dissent, favored the third course.

Consequently, the Commission strongly recommends that the Congress take action to establish national time uniformity, so that the present costly and often confusing disparities in governmental policies in promulgating daylight saving time may be eliminated. The enactment of S. 1404 would accomplish this objective.

Sincerely yours,

FRANK BANE, *Chairman.*

APRIL 28, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR MR. MAGNUSON: The Commissioners of the District of Columbia have for report S. 1404, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The purpose of the bill is primarily to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 3(a) of the bill provides that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence on the last Sunday in April and shall end on the last Sunday in October. The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953, 67 Stat. 23 (sec. 28-2804, D.C. Code) to advance the standard time applicable to the District 1 hour for this same period. For the past several years, pursuant to such authority, the commissioners have established the entire period as the daylight saving time period in the Nation's Capital.

Since the provisions of S. 1404 would not change the present practice in the District of Columbia, but would in fact standardize the practice in other political subdivisions with the practice now followed by the District, the Commissioners favor its enactment.

The Commissioners have been advised by the Bureau of the Budget that, from the standpoint of the administration's program, there is no objection to the submission of this report to the Congress.

Yours very sincerely,

WALTER N. TOBRINER,

President,

Board of Commissioners, District of Columbia.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., March 25, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: In reply to your request of March 9, 1965, for our comments on S. 1404, entitled "A bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes," you are advised we have no special information or comment to offer concerning the proposed legislation.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

U.S. DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 22, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in reply to your request of March 9, 1965, for a report on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

This Department concurs in the objectives of standardizing the time zones as much as appropriate. However, since the bill does not affect the Department's responsibilities, we have no specific recommendation to make.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., April 26, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further response to your request dated March 9, 1965, for the comments of the Department of Commerce on S. 1404, a bill "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes." S. 1404, if enacted, would be known as the Uniform Time Act of 1965.

Section 2 states the policy of the United States to promote the adoption and observance of uniform time. The Interstate Commerce Commission, which is designated as the agency to administer and enforce the act, is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone.

Section 3(a) would require that if daylight saving time is adopted by a State or political subdivision thereof it shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. Section 3(b) would supersede State and local law establishing different changeover dates. Section 3(c) would authorize the ICC to seek injunctions restraining violations in district courts in the United States.

Section 4 would require that daylight saving time when adopted shall be the time meant in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, or within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States. Such time shall also be the exclusive time within any such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States.

Section 5 of the bill would amend the Standard Time Act of 1918 to enlarge from five to eight the number of time zones established under the law. A new easternmost time zone based upon the mean solar time of the 60° of longitude west from Greenwich, to be known as Atlantic standard time, would be established. The present Alaska standard time zone would be redesignated as "Yukon standard time" and two additional zones to be known as Alaska-Hawaii standard time and Bering standard time would be established.

Section 6 would make the Administrative Procedure Act applicable to proceedings under the act and to proceedings under the Standard Time Act of 1918.

With the qualifications hereinafter noted the Department of Commerce recommends enactment of S. 1404.

Hearings conducted in April 1963, at which the views of this Department were presented by Under Secretary for Transportation Martin, established numerous grave deficiencies in the standard time legislation of the United States. The hearings resulted in the report of S. 1033 of the 88th Congress which would have accomplished extensive changes in our timekeeping legislation. S. 1404, presently under consideration, is less extensive in scope and would basically retain existing law except as already noted.

There are two basic causes of the present confusion over time in the United States. The first is that a great number of political units make separate decisions on whether to adopt daylight saving time or remain on standard time during the summer months. In some cases the final decision is made by the State, in others by the locality. The result in many areas of the country is a patchwork of small areas using different time standards. The second cause of confusion is that States and local political subdivisions select different dates for starting and stopping the use of daylight saving time. Some areas adopt daylight saving time for 6 months, others for 3 months, others for differing periods in between.

S. 1404 is aimed at correcting one of these two existing sources of confusion; namely, variations in the time of adoption and termination of daylight saving time. In those jurisdictions where daylight saving time is adopted, its duration would be fixed by law. The bill does not make an attempt, however, to encourage greater uniformity in selecting standard or daylight saving time within a State or among a group of States.

Although we believe that greater regional uniformity in the selection of standard or daylight saving time would be valuable for facilitating interstate commerce and should be an early objective, we believe that S. 1404 would make a valuable contribution by standardizing the period during which daylight saving time would be in effect.

The other principal feature of the bill, the establishment of three new time zones, would give appropriate recognition to the position of our two newest States, Alaska and Hawaii, in our time zone nomenclature. It would also provide a convenient method of designation of the offshore time of our eastern seaboard.

Notwithstanding our general support for S. 1404, we must call attention to the fact that unless amended or modified it would cause serious technical difficulties to one or more of the scientific agencies under the jurisdiction of this Department. For example, the Weather Bureau points out that weather observations in Washington and other eastern cities are now recorded in eastern standard time year round. In computing daily averages the same 24-hour period is used throughout the year. Climatological records would be more difficult to compile and to use if the day began and ended at midnight Atlantic standard time or eastern daylight time the other 6 months. This difficulty would be overcome if the Weather Bureau were to be authorized to maintain meteorological records in terms of the standard time zone nearest local mean solar time throughout the year. It is also not clear that the Weather Bureau would be permitted to use Greenwich mean time in the science of meteorology. Such use is required to provide the basis for scientific weather forecasting as weather measurements (observations) must be made simultaneously eight times a day over the entire globe. By international agreement the observations are designated and encoded in Greenwich meridian time for international exchange. In transcribing these reports for release to the press and for certain Government publications the times of U.S. reports are converted to standards appropriate to U.S. time zones. However, in using the data for scientific purposes, including entry in meteorological charts and insertion in certain scientific publications, the original Greenwich meridian times are retained.

We believe that the bill also contains certain ambiguities. Section 3(c) is capable of being read as authorizing Federal suits against States and their political subdivisions as well as against individuals and officials. We think it is doubtful that this is what is intended, but would prefer to see the ambiguity resolved.

Also, the expression in section 4 "relating to the time within which any right shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States," leaves us in some doubt as to whether it is designed to govern nonfederally regulated situations.

The Department of Commerce strongly supports the principle of S. 1404 and would recommend its enactment if amended as suggested above to allow for the employment of other standards of time for technical and scientific requirements such as those of this Department's Weather Bureau.

We have been advised by the Bureau of the Budget that there would be no objection to the submission of our report from the standpoint of the administration's program.

Sincerely,

ROBERT E. GILES.

EXECUTIVE OFFICE OF THE PRESIDENT.

OFFICE OF EMERGENCY PLANNING.

Washington, D.C., April 23, 1965.

HON. WARREN G. MAGNUSON.
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for comments of this Office concerning S. 1404, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in

those States and local jurisdictions where it is observed, and for other purposes.

The Office of Emergency Planning defers to those departments and agencies having a more direct interest in the subject matter.

From the standpoint of the administration's program, the Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

BUFORD ELLINGTON, *Director.*

COMMENTS OF THE FEDERAL COMMUNICATIONS COMMISSION ON S. 1404, H.R. 6481, AND H.R. 6785, 89TH CONGRESS, BILLS TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

S. 1404, H.R. 6481, and H.R. 6785 are nearly identical. These bills are designed to make the dates for daylight saving time uniform throughout the United States. They provide that in those States and local jurisdictions where daylight saving time is observed, it shall commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

The bills increase the number of time zones in the United States from five to eight. They provide that daylight saving time adopted by any State or political subdivision thereof, or the District of Columbia, shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States or by any representative thereof, and shall be understood to be the time referred to in "all statutes, orders, rules, and regulations relating to the time * * * within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States" (sec. 4). The Interstate Commerce Commission is authorized to enforce the observance of the provisions of the bills.

The Commission has been represented on the Committee for Time Uniformity and has cooperated with that group in its efforts to alleviate some of the confusion stemming from the existing patchwork of local daylight saving time legislation. However, to the extent that section 4 might be construed to make locally adopted daylight saving time applicable to broadcast licensees or permittees, thereby changing their permissible hours of operation as governed by the Commissions' rules, these bills give us serious concern.

A few general characteristics of radio transmission should be briefly noted as an aid in understanding our concern. The physical behavior of standard broadcast signals is vastly different day and night. Part of the energy radiated from the transmitting antenna of a broadcast station travels closely along the earth's surface and is called a groundwave signal. The portion of the energy which travels upward and outward from the transmitter into the upper atmosphere is, during daylight hours, so weakened by absorption in the atmosphere before being returned to the earth that it may usually be neglected. However, at night, that portion of the radio signal emitted outward and upward is reflected back strongly to earth at distances much greater than the reach of groundwave signals. Because of this phenomenon, known as skywave transmission, the majority of standard broadcast stations throughout the United States are required to leave the air, reduce power, and/or employ directional antenna systems during the nighttime hours in order to avoid widespread skywave interference within the protected service areas of other stations assigned to the same channel. Since skywave interference is affected by the degree of light or darkness along the transmission path, the Commission, in its rules governing the hours of operation of standard broadcast stations, is basically concerned with determining local astronomical or "sun" time. However, it is necessary that "sun" time be related to meaningful standards (as, for example, eastern standard time), and average monthly sunrise and sunset times are set forth in license documents in terms of standard time.

To illustrate the problems created by these bills, suppose that, based upon average sunrise and sunset times, a radio station is authorized to operate during the month of May from 6 a.m. until 7 p.m. local standard time. If the community where that station is located adopts daylight saving time, section 4 of these bills might cause the time specified in the station's authorization to be understood to refer to daylight saving time. The station would thus operate from 6 a.m. until 7 p.m., local daylight saving time (which is 5 a.m. until 6 p.m., standard time). This means the station would begin operation with its day-

time facilities 1 hour before sunrise and go off the air, or convert to nighttime facilities, 1 hour before sunset.

The net result of such a situation is that the operation prior to sunrise would violate the North American Regional Broadcasting Agreement and the Agreement Between the United States of America and Mexico. Such operation would also violate the Commission's rules, and could cause undue interference to other domestic stations operating on the same frequency thereby resulting in modification of the licenses of the stations subjected to such interference. Moreover, such a station operating in accordance with local daylight saving time would be deprived of an hour's operating time in the early evening.

The Commission therefore recommends that there be appropriate legislative action to avoid the possibility of these highly undesirable results. Such action could be in the form of a proviso in the bills or a section in the committee report making clear the inapplicability of the bills to the hours of operation of broadcast stations as established by the Commission. Thus, the following proviso could be inserted at the end of section 4: "*Provided*, That nothing in this Act shall affect the hours of operation of broadcast stations as established by the Federal Communications Commission." If this recommendation is adopted, the Commission would have no objection to the enactment of S. 1404, H.R. 6481, or H.R. 6785.

THE GENERAL COUNSEL OF THE TREASURY,
Washington, D.C., April 15, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on S. 1404, "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes."

The proposed legislation (1) would direct the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout the standard time zones established by law, (2) would provide that whenever any State or political subdivision thereof, or the District of Columbia, adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October, and (3) would provide for four time zones in Alaska.

Since the proposed legislation relates to matters primarily within the jurisdiction of the Interstate Commerce Commission, the Treasury has no comments to make on the merits of the bill.

The Department has been advised by the Bureau of the Budget that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely yours,

FRED B. SMITH,
Acting General Counsel.

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., April 26, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Your letter of March 9, 1965, requested the views of the General Services Administration on S. 1404, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

In addition to the purpose of the bill stated in the title, the proposed measure would provide for the establishment of eight standard time zones to replace present five standard time zones in the United States.

GSA has no objection to the enactment of S. 1404.

The enactment of the proposed legislation would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the administration's program, there is no objection to the submission of this report to your committee.

Sincerely yours,

LAWSON B. KNOTT, Jr.,
Acting Administrator.

DEPARTMENT OF THE NAVY,
OFFICE OF LEGISLATIVE AFFAIRS,
Washington, D.C., April 29, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

MY DEAR MR. CHAIRMAN: Your request for comment on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, has been assigned to this Department by the Secretary of Defense for the preparation of a report thereon expressing the views of the Department of Defense.

S. 1404 would establish a uniform date for the commencement of daylight saving time throughout the country.

It would establish eight standard time zones in the United States: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii and Bering, commencing at longitude 60° W., working westward in increments of 15°.

This bill would leave the power of defining the limits of each zone and attendant enforcement proceedings with the Interstate Commerce Commission, where it presently resides.

S. 1404 would provide for enforcement through a Federal district court injunction, civil action against persons who fail or refuse to comply, and criminal action against persons who willingly and knowingly violate the provisions of the bill.

The Department of the Navy, on behalf of the Department of Defense supports enactment of legislation that will provide for a uniform system of time for the United States, especially wherein provision is made for a central regulating agency.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report for the consideration of the committee.

For the Secretary of the Navy.

Sincerely yours,

C. R. KEAR, Jr.,
*Captain, U.S. Navy,
Acting Chief of Legislative Affairs.*

Senator McGEE. Our first witness this morning will be the Honorable Charles Webb, Chairman of the Interstate Commerce Commission. As we know, the Commission has the responsibility for administering the provisions of the current Standard Time Act of 1918. And this would be the agency principally affected by S. 1404.

STATEMENT OF HON. CHARLES A. WEBB, CHAIRMAN, INTERSTATE COMMERCE COMMISSION; ACCOMPANIED BY COMMISSIONERS GOFF AND BROWN, AND HEARING EXAMINER ROSENAK

Senator McGEE. Mr. Webb, we request you tell us what time it is.

Mr. WEBB. I know the time here, but—

Senator McGEE. You wouldn't want to go very far south of here?

Mr. WEBB. I would not want to go too far south.

Mr. Chairman, sitting on my right is Mrs. Rosenak. She is an examiner in our Bureau of Rates and Practices and she is responsible for handling our cases arising under the present law.

I would also like to state for the record that we have in the audience Commissioner Goff and Commissioner Brown of the Interstate Commerce Commission.

Senator McGEE. Would they care to sit up here beside you, in case it gets too controversial, they can retreat and you can bear the brunt of it.

Mr. WEBB. Fine.

Senator McGEE. I know of no other commission in the Government that has such delightful front appearance as your Commission has.

Mr. GOFF. I am sure you are speaking for me. [Laughter.]

Senator McGEE. Mr. Chairman, will you proceed?

Mr. WEBB. Mr. Chairman, my name is Charles A. Webb. I am the Chairman of the Interstate Commerce Commission and have served in that capacity since January 1, 1965.

I appreciate this opportunity to testify on behalf of the Commission on S. 1404, introduced by Senator Cotton, for himself and Senator McGee.

The Commission recognizes the need for legislation to establish more uniform time standards and to create additional time zones for Alaska and Hawaii. In legislative recommendation No. 19 in our 78th annual report to the Congress, we recommended legislation for the establishment and enforcement of uniform time standards.

Prior to 1883, there were no established standards of time in the United States. In that year, the railroads created 4 time zones to eliminate the confusion caused by more than 100 local sun times then being observed at their terminals throughout the country. From 1883 to 1918 the influence of railroad time was so strong that the four-zone system gained widespread public acceptance.

The First Federal legislation on the subject was the Standard Time Act of March 19, 1918. This act adopted the eastern, central, mountain, and Pacific time zones then in existence and created a fifth time zone for Alaska. The Interstate Commerce Commission was authorized to define the boundaries of each zone. In addition, the Standard Time Act provided that the standard time of each zone should be advanced 1 hour for 7 months of each year beginning on the last Sunday in March and ending on the last Sunday in October. The daylight saving provision was designed primarily to conserve fuel and thus to aid the war effort. On August 20, 1919, the daylight saving provision of the Standard Time Act was repealed. National daylight saving time ended on the last Sunday in October of that year.

From 1920 to 1940, many States and municipalities, by statute or local ordinance, provided for local daylight saving time. By 1940, daylight saving time was generally observed in New England, in numerous cities and towns in the Middle Atlantic States and in Illinois and Indiana, and at scattered points in the border and Southeastern States.

During most of World War II, from February 9, 1942, to September 30, 1945, the standard time of each zone was advanced 1 hour by act of Congress. This second enactment of national daylight saving time,

which was then called war time, required adherence to such time throughout the entire year.

Since World War II, there has been a growing trend to daylight saving. In 1963, all or portions of 28 States and the District of Columbia, comprising a majority of the Nation's population, observed daylight saving time. However, the periods of daylight saving time are not uniform. 6-month period, from the last Sunday in April to the last Sunday in October has been adopted in the New England States, New York, New Jersey, and several other States, but in a majority of the States observing daylight saving time, different changeover dates exist.

The principal cause of time confusion in the United States is the lack of effective limitations on the power of States and local communities to adopt the time standard they prefer. This power in the States and local communities exists because the Congress has not exercised to any significant extent its power under the commerce and weights-and-measures clauses of the Constitution to establish and to enforce a reasonable degree of time uniformity. See *Massachusetts State Grange v. Benton*, 10 F. 2d 515, affirmed, 272 U.S. 525 (1926). With States and local communities able to act independently, the resulting conflict and confusion about time has grown progressively worse. The lack of uniformity has been made more intolerable by the growing speed of transportation and communication.

There are three major deficiencies in the Standard Time Act. First, the act contains no provisions for enforcement and no penalties for violation of the standard time prescribed. Secondly, the decision to adopt daylight saving time or to remain on standard time is left to the States and local communities. And, finally, those States and local communities which do adopt daylight saving time determine its duration. S. 1404 deals with two important facets of the time problem.

First, it would cure the lack of uniformity in commencing and ending daylight saving time in those States and local communities which choose to observe it. And, second, S. 1404 would provide an adequate remedy against any State or local community which advanced the standard time otherwise applicable in a manner not authorized by the bill.

Although the Commission would prefer more comprehensive legislation, we recognize that enactment of S. 1404 would be a significant step in the direction of greater time uniformity. Confusion will still exist in situations where States or communities in the same time zone observe daylight saving time while others there stay on standard time.

S. 1404 provides that whenever any State, political subdivision, or the District of Columbia adopts daylight saving time, such time is to commence on the last Sunday in April and end on the last Sunday in October. To enforce the uniform period for advanced time, the Commission would be authorized to apply to a U.S. district court for an injunction to restrain violations. To encourage widespread observance of daylight time, when adopted by local jurisdictions, such time would be made the exclusive time for the transaction of all public business by any department, agency, or court of the United States, and by any officer, agent, employee, or representative thereof.

If S. 1404 is approved, the Commission does not anticipate any difficulty in enforcing its provisions. In fact, it would seldom be nec-

essary, in our opinion, to institute civil injunction proceedings against State and local officials. One reason is that S. 1404 would be recognized, we think, as a compromise measure in which States and local communities retain the important power of deciding whether or not to advance the standard time otherwise applicable.

S. 1404 would also amend the Standard Time Act of 1918 to create new time zones to meet the needs of Alaska and Hawaii. The bill would establish eight time zones. An Atlantic standard time zone would be established east of the present eastern time zone. The eastern, central, mountain, and Pacific time zones would be retained. The present Alaska standard time zone would be abolished and the Yukon, Alaska-Hawaii, and Bering time zones would be established west of the present Pacific time zone. The limits of each zone would be defined by the Interstate Commerce Commission, after taking into consideration the convenience of commerce and existing operations of common carriers engaged in interstate commerce.

Although the Commission prefers the more comprehensive approach outlined in legislative recommendation No. 19 in our 78th annual report, we support S. 1404 and believe that its enactment would contribute significantly to the achievement of greater uniformity in time throughout the United States.

That concludes my prepared statement, Mr. Chairman, and I will be glad to try to answer any of your questions.

Senator McGEE. I think, in the interest of keeping the record straight, perhaps we ought to include, as a part of the record, your druthers, as you refer in your testimony and the earlier hearings we held, to a broader approach to the problem, and so that doesn't remain suspended in midair in your allusion to it, perhaps it ought to be made a part of the record.

We will not take time to discuss it, however, since that isn't germane to this particular bill.

(The legislative recommendation referred to follows:)

EXCERPT FROM THE 78TH ANNUAL REPORT OF THE INTERSTATE
COMMERCE COMMISSION

LEGISLATIVE RECOMMENDATIONS

19. We recommend that a uniform system of time standards and measurement be established for the United States; that the observance of such time standards be required for all purposes; that careful consideration be given to the question of whether the Commission is the most appropriate agency to administer the provisions of any future law relating to standard time; and in the event the present Standard Time Act (15 U.S.C. 261-264) is not changed or amended so as to provide a more efficient and effective system of time regulation, that the Commission be relieved of the responsibility for its administration.

For many years, annual reports of the Commission have invited the attention of Congress to the increasing chaos in the observance of time standards and the need for additional time legislation occasioned thereby. Such legislation should broaden the scope of the Standard Time Act and add more definite standards, requirements for observance, and provisions for administration and enforcement.

At our request, S. 1033 and H.R. 4702 were introduced to implement this recommendation. Hearings were held on both measures, and S. 1033 was reported out favorably with amendments by the Commerce Committee of the Senate. In the House, a bill (H.R. 11483) which would substantially implement our recommendation was ordered reported (with amendments) by the commerce committee but, because this action was taken late in the second session, time did not permit the filing of a report.

Senator McGEE. Do you anticipate that the enactment of this measure will require increased appropriations for your Department of the Government?

Mr. WEBB. No; we think it will require no increased appropriations whatever.

Senator McGEE. This sounds like heresy.

Senator COTTON. It sounds too good to be true.

Senator McGEE. Do you anticipate any problems or difficulties in applying the new time zones established under this bill to Alaska, for example?

Mr. WEBB. No. It is my understanding, Mr. Chairman, that the provisions insofar as they relate to Alaska handle that problem to the satisfaction of that State.

Senator McGEE. Then the provisions are broad enough for the Commission to deal with the special problems that might attend to either Alaska or Hawaii?

Mr. WEBB. Yes, sir; we believe that to be true.

Senator COTTON. One point disturbs me a little. In the first place, I would like to preface my question by saying that I felt we had a good bill last year, and as you know, Mr. Chairman, I was enthusiastically for it, and I tried, in the Republican policy committee, as I suspect my colleague, Senator McGee, tried in the more powerful Democratic policy committee, to get the bill onto the floor and get some action on it.

I discovered, however, that (1) there was a lot of misunderstanding about what the bill did, and (2) there was a great deal of reluctance on the part of many Members in the Senate to get involved in voting on the bill, and (3) that many people throughout the country, even in those States whose legislatures have long since, of their own accord, made daylight time the official time during a part of the year, are sensitive about it.

In fact, since we introduced this bill, I have had numerous letters from New Hampshire, where my own legislature, years ago, adopted daylight saving time, giving me fits because I am trying to force daylight saving time on my own State.

The whole point is that this is a sensitive area. Now this bill is half a loaf is better than none, and perhaps isn't even half a loaf, but it does make a beginning, (1) on standardizing, or making uniform—I don't like the word "standardizing"—making uniform the beginning and the ending of daylight time in those sections that have it, and (2) in officially exercising authority of Congress over this subject, and giving congressional approval and go ahead to all of the missionary work that your Commission can do to move ahead on this bill.

However, on page 4 of your statement, you use the expression—you say that S. 1404 would provide an adequate remedy against any State or local community which didn't comply.

Do you contemplate that it would actually be necessary or that you would, in the immediate future, after the bill took effect, move against States, or cities, or officials, or Governors on this matter?

Mr. WEBB. In the first place, Senator Cotton, I doubt that it would be necessary. The language of the bill is so clear that I believe States would voluntarily comply. Of course, we would recognize that it

sometimes takes time for a State legislature to change itself on laws, so we would take that into consideration.

Then, too, the provision of the bill on page 3, which requires that the time shall be the exclusive time for the transaction of business by any department or agency or court of the United States, would also tend, I think, to encourage the States to observe the uniform change-over date without the necessity of the Commission seeking any enforcement action against a State or local official.

Senator COTTON. The reason I ask that question, and your answer is exactly what I expected you would say, and I think is the absolute correct answer, but I wanted to get it into the record because, at this particular time, States rights seem to be very much in peoples' minds, anyway, because of other subjects, and I wanted to see this bill pass.

I would like to see us make the first step, and I can foresee, perhaps, in the committee, certainly on the floor of the Senate, somebody who is going to get up and put their finger on subsection 3(c), if that is the section, the enforcement section, and say, "Here you are, you are waving the big stick of Federal authority, and you are going to have a commission enjoin even the Governor of a State, whose legislature has fixed the time, bring them into Federal court and proceed against them, and I will have no part of any such legislation."

I agree with you, and I can't imagine that any State or section would have anything but relief to have a uniform time to start the daylight time and end it with everybody else in case they want to use it.

Also, if I am correct, like the approach under the bill last year, if all of the buslines and railroads and airlines and television programs are fixed on a certain time, it is something more than the carrot approach. It is going to become pretty inconvenient and distasteful to counties and cities that have another time and everybody who is taking a plane, or something else, finds themselves out of joint.

Isn't that your feeling that the real force of this bill is there?

Mr. WEBB. I would agree, Senator Cotton, and certainly the injunctive remedy should be regarded as a measure of last resort.

Senator McGEE. And may not even come into use at all.

Mr. WEBB. It may never be used at all. As far as the States are concerned, they retain the more important power of deciding whether or not they shall adopt any daylight saving time.

Senator COTTON. To be specific, probably the carriers, the airlines and railroads and others would gladly cooperate, anyway, because it would solve a problem for them and save them a lot of money; wouldn't it?

Mr. WEBB. Yes, sir; that is true.

Senator COTTON. If you had a situation, which I doubt, but let's take the worst possible eventuality. If you had a State that, by a legislative act, had decreed that it would go on daylight saving time at some date other than the date in this bill, or go off daylight saving time at some date other than the date in this bill, your Commission, I could expect, would wait a long, long time before you would use an injunction against that State and let the natural course of events take place.

If the trains running through that State all ran on daylight schedules, and the planes all ran on daylight schedules, and the programs on the air were on daylight schedules from this date to this date, it

wouldn't be very long before that would really coax compliance rather than to force it by injunction; would it not?

Mr. WEBB. That is true. My own State of Virginia, for example, has a State law which puts northern Virginia on daylight saving time beginning with the last Sunday in April, but the rest of the State, Bristol excepted, remains on standard time until Decoration Day, and the period of daylight saving for most of the State of Virginia is from Decoration Day through Labor Day.

Now, if this legislation were to become effective on January 1, 1966, of course, we would recognize that the Commonwealth of Virginia might require some time after 1966 in order to pass the necessary legislation to bring their law into conformity with the Federal law.

Senator COTTON. I think, Mr. Chairman, there are Representatives of Virginia here. I don't think that is going to be a problem in that case, but I am trying to build up an answer in advance to any Senator who, immediately on reading section 3(c), visualizes the Federal Government moving against a State or a city in this matter. I think you have laid down the policy and given us good legislative history, and a good indication of what you would expect to do, which is fine. Thank you.

Senator McGEE. Maybe we phrased this wrongly in this bill. Maybe we should call it the bill to preserve the State rights in determining time zones and then say the only exceptions to this, being the time on which you begin and end, and in this way, you see, we would have taken off the edge.

Senator COTTON. Of course, the trouble with that, probably somebody would demonstrate against us then.

Senator McGEE. I anticipate, maybe, that would only come from Belmont, Mass.

Will the Senator from Colorado have any comment?

Senator DOMINICK. Thank you, Mr. Chairman. I just want to make one observation, or question, just for my own sake. It is my understanding that this bill only takes care of the time when a State goes on daylight saving time and when it goes off, and does not interfere in any way as to whether a State should or should not go on daylight saving time?

Mr. WEBB. That is correct.

Senator DOMINICK. It is also my understanding that where you have a State which has local option, and there are some local option States—I don't know how many—that the Federal Government duties and activities within the local subdivision that passes daylight saving time will conform with that daylight saving time and is required to do so?

Mr. WEBB. That is correct.

Senator DOMINICK. Then we could conceivably have a case within a State where the Federal agencies, part of them are working on daylight saving time and part are working on standard time?

Mr. WEBB. Yes, sir. I think that would be the case.

Senator DOMINICK. Is that going to create any more confusion than we already have?

Mr. WEBB. I don't think so. I don't think that is possible. [Laughter.]

Senator DOMINICK. That is just the answer I want. Thank you, Mr. Chairman.

Senator McGEE. In your State, at least there would be 30 States less confusion in those cases?

Mr. WEBB. That is true, Mr. Chairman.

Senator McGEE. That is all, then, Mr. Chairman. Thank you and we appreciate the attendance of the members of the Commission.

Senator DOMINICK. Mr. Chairman, I might say for the record that Colorado, this year, has passed a law putting on the ballot of 1966 a statewide referendum regarding the adoption of daylight saving time. To the best of my knowledge, this is the first time in history we have had a statewide opportunity to vote on it.

Senator McGEE. I hope the example of Colorado will spread into and infect other Mountain States. We have so long insisted that, somehow, that the habit of a steer wouldn't change this time and restrict the needs of the people, but perhaps with the example you are setting—our neighbors in Colorado—we will be marching into the future. Thank you very much.

Mr. WEBB. Thank you.

Senator McGEE. The next witness is the Honorable Robert Ramspeck, chairman, Committee for Time Uniformity, Washington, D.C.

Mr. Ramspeck is accompanied by Mr. Robert Redding, vice president and general counsel of the Transportation Association of America.

**STATEMENT OF HON. ROBERT RAMSPECK, CHAIRMAN, COMMITTEE
FOR TIME UNIFORMITY, WASHINGTON, D.C.; ACCOMPANIED BY
ROBERT E. REDDING, VICE PRESIDENT AND GENERAL COUNSEL
OF THE TRANSPORTATION ASSOCIATION OF AMERICA**

Mr. RAMSPECK. Mr. Chairman and members of the Subcommittee on Commerce and Finance, my name is Robert Ramspeck. I reside at 9516 West Stanhope Road, Kensington, Md. Over the years I have enjoyed the privilege of serving as a Congressman from Georgia, as well as Chairman of the Civil Service Commission. My experience with the transportation industry has included 5 years as executive vice president of the Air Transport Association, comprised of all the scheduled airlines. More recently I served as vice president of Eastern Air Lines, Inc., from which position I have recently retired.

I appear here again, today, in my capacity as national chairman of the Committee for Time Uniformity, with principal offices at 1101 17th Street NW., Washington, D.C. The members of this committee are keenly interested in the growing difficulties surrounding the observance of time throughout the United States and wish to express their appreciation for the privilege of presenting views in support of time uniformity legislation.

It was just 2 years ago today that I appeared as a witness before this committee on behalf of the Committee for Time Uniformity in support of time uniformity legislation. We appreciate the attention then given and the favorable reporting of then S. 1033 by your committee and hope you will be equally cooperative and understanding in the days ahead.

For the record, the Committee for Time Uniformity—sometimes referred to herein as the "CTU"—which I represent, was voluntarily formed as the result of a "uniform time conference convened on August

13, 1962, by the Transportation Association of America here in Washington.

This ad hoc, nonprofit, voluntary association of transportation, communications, finance, travel, farm, labor, and other interests was formed as the result of the efforts of the Transportation Association of America to stimulate widespread interest in eliminating the growing confusion and chaos resulting from clock juggling throughout the United States.

A list of these interests cooperating together in this undertaking is attached to my statement.

The CTU has also worked in close cooperation and harmony with many departments and agencies in the Federal Government, as well as with a number of representatives of governmental interests at State and local levels. A list of such cooperating departments and agencies is also attached to this statement. Many of them will undoubtedly inform you directly of their support for greater time uniformity.

In the interest of conserving the subcommittee's time, there are also attached to my statement explanatory materials which will further describe the committee's operations. More specifically, these attachments include (1) a summary, including maps, of the 1964 time observances throughout the United States; (2) some background data containing many instances of time confusion which prevail; (3) a typical news story which appeared in the New York Times on March 7, 1965; (4) a question-and-answer summary about legislative proposals in both the 88th and 89th Congresses; and (5) some examples of the nationwide press comments which urge the Congress to enact time uniformity legislation. I hope that the chairman will permit these attachments to be included in the record of these hearings.

Senator McGEE. These will be made a part of the record of the hearings, and I am wondering, sir, if you would, in the interest of time, be willing to select those portions of your testimony that pertain to S. 1404.

You have some general observations, I note, in scanning your testimony, about the language in the bill, the things that will help us to perfect it, if there are perfections that are needed.

The other materials will be made a part of the record as though actually delivered. We do have a good many witnesses here that would like to be heard, and we have a time limitation as of noon.

Mr. RAMSPECK. I will be glad to do that, Mr. Chairman, and I will therefore skip to page 7, paragraph VI.

Because no other witness, to my knowledge, plans to describe the language of S. 1404 I thought it would be helpful for the record if I were to do so. In the event you have any detailed or technical questions as to its provisions I refer you to Mr. Carl Lyon, attorney with the Association of American Railroads and a charter member of the CTU steering committee, who was instrumental in the drafting of the language contained in S. 1404.

I might interpolate, Mr. Chairman, that we ran in the same trouble that has been referred to by Senator Cotton about the lack of understanding of the bill which this committee reported heretofore and, therefore, we tried to get up a more simple bill which would make some progress.

Section 1 of the bill entitles the proposed law as the "Uniform Time Act of 1965."

Section 2 of the bill establishes a national policy supporting uniform time and assigns the responsibility for fostering and promoting time uniformity to the Interstate Commerce Commission.

Section 3 contains the vital language (1) preempting to Congress the nature and duration of daylight saving time, (2) establishing the uniform switchover dates of the last Sundays of April and October of each year, and (3) authorizing the ICC to enforce compliance therewith.

Section 4 provides that wherever daylight saving time is being observed it shall be the exclusive time for the transaction of all public business by Federal instrumentalities and personnel.

Section 5 of the bill merely amends the Standard Time Act of 1918 by creating in the language of the law three additional standard time zones. Our present law provides for eastern, central, mountain, Pacific, and Alaska standard time zones. The bill would revise them to read as follows: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering standard time zones. These zones embrace all of North America and conform the law to actual practices now prevailing.

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Finally, section 7 states that this act shall take effect January 1, 1966. We sincerely hope that this effective date will be realized.

We submit that the terms of S. 1404 are direct and simply stated and readily susceptible of understanding by all citizens. We think this bill will be welcomed by all Americans. We hope that S. 1404 will receive prompt approval by the U.S. Senate.

Thank you, gentlemen of the committee, for the privilege of appearing before your committee to discuss the vital needs of greater time uniformity. Mr. Redding will now offer a statement of position on behalf of the Transportation Association of America, and we will then both be glad to answer any questions.

(The prepared statement of Mr. Ramspeck, the statement of the Transportation Association of America, and other items follow:)

Mr. Chairman and members of the Subcommittee on Commerce and Finance, my name is Robert Ramspeck; I reside at 9516 West Stanhope Road, Kensington, Md. Over the years I have enjoyed the privilege of serving as a Congressman from Georgia, as well as Chairman of the Civil Service Commission. My experience with the transportation industry has included 5 years as executive vice president of the Air Transport Association, comprised of all the scheduled airlines. More recently, I served as vice president of Eastern Air Lines, Inc., from which position I have recently retired.

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At the conclusion of my testimony, Mr. Robert E. Redding, vice president and general counsel of the Transportation Association of America and executive director of the Committee for Time Uniformity, would like to present for the record a written statement by the Transportation Association of America in support of greater time uniformity. He will then be followed by key witnesses from the vitally affected national interests cooperating with the Committee for Time Uniformity. It is my further understanding that many other interested organizations will be submitting written statements in support of affirmative action to end clock confusion, and I hope that the record of this hearing will be kept open for a few days for the receipt of such letters.

I would now like briefly to summarize the prevailing conditions which not only warrant your committee's attention to the time problems of today but also justify some type of corrective action. Without exception, all citizens of the United States literally live by the clock, almost automatically, as a matter of habit. From the time a child is taught how to read the face of a clock until he becomes a senior citizen his entire existence is regulated by time. Whether it involves going to a movie, watching a favorite television show, maintaining appointments in the office, or shopping for Christmas presents, we all live by the clock. Books have been written about the technicalities of time observance throughout the world and beyond to the universe. Most of us, however, conduct our day-to-day affairs with family, friends, and business associates merely by a glance at our timepiece countless times each day. I would venture the guess that S. 1404, the time bill under consideration by your Committee, is probably one of the few bills in the Congress which directly affects every American citizen.

The history of time observance in this country was detailed to your committee 2 years ago. It was the railroad industry which adopted its own system of timekeeping 82 years ago, followed 35 years later by the enactment of the Standard Time Act of 1918, currently administered by the Interstate Commerce Commission (ICC). During World War I and World War II the Congress adopted nationwide daylight saving time to enhance the war efforts. During the intervening peacetime periods, however, the observance of daylight saving time has been left to the States and local communities, resulting in a veritable patchwork of conflicting and confusing time practices.

Thus, almost half a century has passed since Congress has legislated on basic time observance prevailing in peacetime periods. We share the ICC request, voiced in 30 consecutive annual reports to the Congress, that such action be taken.

The extreme contrasts in time regulation are exasperating. The United States and England now utilize radiotransmission via the Telstar satellite to synchronize clocks within ten-millionths of a second. Also, the scientists of 40 nations recently adopted the atomic definition of the international unit of time—a second—which increases the accuracy of time measurements to 1 part in 100 billion.

On the other hand, the everyday time observances by the general public in our own country are so confusing that it is little wonder that the United States has been described by Dr. William Markowitz, the leading time scientist at the U.S. Naval Observatory, as the "worst timekeeper in the world."

It came as a considerable surprise to us in 1962 that no governmental agency anywhere maintains any accurate information about the time practices observed throughout the Nation. The U.S. Naval Observatory receives more inquiries on this subject than any other agency but it has never compiled or maintained such data. Accordingly, the Transportation Association of America conducted a 1962 survey collecting such information from all States in the continental United States. The CTU then followed with 1963 and 1964 surveys, with a 1965 survey soon to be completed.

The results of the 1964 survey are shown on the three maps attached to my statement. One of these maps shows the States which, in 1964, observed daylight saving time, both on a statewide and nonstatewide basis, while the other maps reflect the disparity of switchover dates. The second map reflects the dates on which daylight saving time States shift to daylight saving time. The third map shows the dates on which such States return from daylight saving to standard time in the fall.

These materials reflect the fact that daylight saving time was observed last year in 31 of the 50 States in the Union. Those States not observing daylight saving time are located in the midcentral and southeastern sectors of the United States. We find that some 109 million Americans live on daylight saving time, while some 82 million other citizens do not.

We also find that one of the most perplexing causes of clock confusion is the widespread variation among States and communities as to the dates on which they begin and end daylight saving time. The problem of beginning daylight saving time on different dates has been considerably reduced by CTU and other efforts, with 20 of the 31 States switching from standard to daylight time on the last Sunday in April—15 of the 31 States return to standard time on the last Sunday in October. The remaining States use a wide variety of switchover dates to and from daylight saving time.

Another analysis attached to my statement shows the checkerboard pattern of daylight saving time in cities with populations in excess of 100,000 people. Of 130 such cities, 6 of every 13 stay on standard time while the other 7 cities shifted to daylight saving time in 1964. The large map prepared to supplement my statement dramatically displays these differences in time observance among large metropolitan areas, even though many of them are located within the same standard time zone.

Further proof of the clock juggling in our Nation today is shown by the analysis of time practices in 220 key cities in the United States, also attached to my statement. These cities, including State capitals and other thriving centers, are all dependent on a good network of transport and communications facilities. The efficiency of present interchanges of people and information are unduly hampered by time differences, with half of them on daylight saving time and the other half not.

The attached background data describe some typical examples of clock juggling which lead us to believe that it is time for a change in our time changes. Other witnesses will undoubtedly mention other instances.

It is also significant to point out that clock confusion also exists even in areas not observing any daylight saving time. For example, when 20 States shifted to daylight saving time just a year ago, there were 38 schedule changes of the common carriers serving Tucson, Ariz.

I would also emphasize that your committee's review of the time problem is coming not a moment too soon. Many States have considered or are now considering the establishment of new daylight saving time periods in excess of the prevailing 6 months' period, including possible authorization on a year-round basis. Thus, the widespread time confusion of today could well be compounded by tomorrow.

I would now like to make a few general remarks about S. 1404, the bill designed to promote greater nationwide time uniformity, to which this hearing is directed.

Following the adjournment of the 88th Congress and upon the recommendation of various interested Members of Congress, the Committee for Time Uniformity labored to draft a time bill which would take into account various considerations coming to light in the congressional hearings in 1963 and 1964 and the basic objectives of our organization. The contents of S. 1404 reflect the fruits of our efforts and we urge that it be favorably reported by your committee.

You will recall that your committee, in 1963, favorably reported S. 1033 on this subject, but it was not cleared for Senate floor debate by the Senate Democratic policy committee. This bill, as reported, proposed that the ICC continue to administer Federal time legislation applicable to the observance of both standard and daylight saving times. It contained several provisions which established in detail enforcement powers and penalties, as well as expanded procedural and housekeeping functions for the ICC. Furthermore, S. 1033 authorized the ICC to determine where and when daylight saving time would be observed throughout the Nation, using the concept of "advanced time subzones" for this purpose.

In 1964 the House Interstate and Foreign Commerce Committee held hearings on several time bills and voted to report out a bill essentially similar to S. 1033, as reported out by your committee. Because of the imminence of adjournment and the preoccupation by Congress with civil rights legislation no committee report was written. Congressman Staggers of West Virginia did, however, promptly introduce a clean bill, H.R. 12462, which was the version approved by the full House committee.

In retrospect, we concluded that the bills emerging from the respective committees were extremely complex in their language, widely misunderstood in many States, and perhaps vulnerable to attack on the floor of the Senate and House, even though no organized opposition had thus far developed. Furthermore, there was increasing support which developed both within and without the Congress for the concept that the decision whether to observe daylight saving time should be made by the individual States and political subdivisions. It was our further hope that the pockets of "local community option" could be eliminated in various States, and we have been working diligently at State level to terminate this practice.

The appeal of this change in concept from ICC-imposed to voluntary State adoption of daylight saving time was reflected, for example, in the formal action of the American Farm Bureau Federation which a few months ago abandoned its traditional opposition to daylight saving time and now says:

"We favor legislation to provide that where daylight saving time is used, the period during which it is in effect shall be uniform, provided that the States retain authority to decide whether there shall be daylight saving time within a State or its subdivisions."

The additional concept of time uniformity which evolved in our organization was that Congress would, in effect, preempt the field of what daylight saving time is and when it shall be observed in the State and local jurisdictions electing to use daylight saving time.

It is our considered judgment that S. 1404 is the best legislation to be enacted at this time. We have enjoyed wonderful cooperation and interest from all agencies in government—Federal, State, and local—and appreciate the support of your committee and its staff, and particularly of Senators Cotton and McGee for cosponsoring S. 1404.

Because no other witness, to my knowledge, plans to describe the language of S. 1404 I thought it would be helpful for the record if I were to do so. In the event you have any detailed or technical questions as to its provisions I refer you to Mr. Carl Lyon, attorney with the Association of American Railroads and a charter member of the CTU Steering Committee, who was instrumental in the drafting of the language contained in S. 1404.

Section 1 of the bill entitles the proposed law as the "Uniform Time Act of 1965."

Section 2 of the bill establishes a national policy supporting uniform time and assigns the responsibility for fostering and promoting time uniformity to the Interstate Commerce Commission.

Section 3 contains the vital language (1) preempting to Congress the nature and duration of daylight saving time, (2) establishing the uniform switchover

dates of the last Sundays of April and October of each year, and (3) authorizing the ICC to enforce compliance therewith.

Section 4 provides that wherever daylight saving time is being observed it shall be the exclusive time for the transaction of all public business by Federal instrumentalities and personnel.

Section 5 of the bill merely amends the Standard Time Act of 1918 by creating in the language of the law three additional standard time zones. Our present law provides for eastern, central, mountain, Pacific, and Alaska standard time zones. The bill would revise them to read as follows: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering standard time zones. These zones embrace all of North America and conform the law to actual practices now prevailing.

Section 6 of the bill provides that the Administrative Procedure Act shall apply to all ICC proceedings involving possible changes in the boundary between the various standard time zones, thereby assuring greater protection to the participants in such proceedings and a greater measure of justice and due process to all concerned.

Finally, section 7 states that this act shall take effect January 1, 1966. We sincerely hope that this effective date will be realized.

We submit that the terms of S. 1404 are direct and simply stated and readily susceptible of understanding by all citizens. We think this bill will be welcomed by all Americans. We hope that S. 1404 will receive prompt approval by the U.S. Senate.

Thank you, gentlemen of the committee, for the privilege of appearing before your committee to discuss the vital needs of greater time uniformity.

BACKGROUND ON THE SNARLS IN TIME OBSERVANCE IN THE UNITED STATES

America again starts living on "scrambled time" at 2 a.m. on Sunday, April 25, 1965.

On that date, some 100 million Americans will advance their clocks 1 hour to daylight saving time and thus get out of step with the other 85 million Americans. The latter will either remain on standard time all year or move to daylight saving time on a later date.

It happens every year—and it adds up to one of the greatest public inconveniences in America.

Atomic science now permits 1 second to be divided accurately into 100 billion equal parts. And scientific time measuring devices can be so precisely set that two of them would deviate no more than 1 second in 5,000 years.

Yet the United States remains "the world's worst timekeeper," according to Dr. William Markowitz, leading time scientists at the U.S. Naval Observatory. Why?

Time confusion abounds in the United States because of the patchwork manner in which daylight saving time is observed—particularly the widely varying dates on which States and areas move to and from daylight saving time.

In 1964, for example, 15 States started daylight saving time the last Sunday in April and ended it the last Sunday in October.

Meanwhile, another 16 States either started or ended daylight saving time—or both—on different dates.

The remaining States did not observe daylight saving time at all.

Compounding the confusion is the fact that, of the 31 daylight saving time States, 15 observed it on a statewide basis while the others used it only in selected areas.

And, across the country, isolated areas observe "wildcat" daylight saving time without any official sanction whatsoever.

Here are just a few examples of what can happen when all those clocks are juggled:

An airplane takes off in Washington, and, according to the clocks, lands at Norfolk 5 minutes before it was airborne.

Pennsylvania tries to run its State business on standard time while citizens in more than 600 communities try to remember that their towns are on daylight saving time.

Railroad passengers come in for their full share of confusion. According to law, the trains run on standard time and thus are out of step whenever they arrive in a daylight saving time community.

How about the folks who ride the bus from Salisbury, Md.? Their coach for New York leaves at 1:45 p.m. in early April, changes to 2:45 p.m. the last Sunday of April, moves back to 1:45 p.m. on May 30, shifts to 2:45 p.m. again on September 3, and resumes its 1:45 p.m. departure on October 28. Those passengers need calendars as well as time schedules.

During one period of the year, some west coast businessmen are getting ready to go to lunch when the east coast business day is over.

In one recent year, some offices in the Minnesota State capitol observed daylight saving time while others in the building stuck with standard time.

Radio and television network programs reach their audiences at different times during the year, according to the season and local time observance. Extensive and expensive video taping is required to maintain some continuity in time of showings.

Marshal Tito arrived in the United States an hour early in 1963 because someone failed to note that particular area of Virginia had not yet joined the rest of the State in daylight saving time.

The 4 to 5 billion long-distance telephone calls in the United States each year of necessity cross time zones or flow between different time standards within the same zone. This adds to confusion, increases caller demands on operators, makes time-of-day service uncertain in some areas and contributes to increase in uncompleted calls. The snarl is particularly difficult when a consolidated telephone operation in a large community serves nearby areas observing a different time standard during various times of the year.

There is no official State time in Indiana. Late in 1962, St. Joseph County including South Bend decided to abandon central standard time for central daylight time. Because this move was made after bus schedules were printed, busload after busload of fans arrived at Notre Dame football games an hour late.

In Iowa, there are 23 different combinations of dates on which community areas shift to and from daylight saving time.

Time schizophrenia: In Aspen, Colo., traffic tickets involved with State violations must be timed with standard time, local violations timed with daylight saving time since they go before different magistrates.

Bus and train schedules between Chicago and Minneapolis must be revised and reprinted at least five times a year to keep up with daylight saving time changes in three-State area covered.

In Virginia, bus schedules must be revised and reprinted four times in 6 months each year.

Montana has some areas observing daylight saving time but you must fish on standard time, according to licenses, wherever you are in the State.

In Central City, Iowa, you go to bed on central standard time and arise by central daylight time.

In Hopkinton, Iowa, banks open on daylight saving time and close by standard time.

You are born and die on standard time in Iowa even though the hospitals observe daylight saving time.

A group of Pentagon officials, flying to a military conference in Alaska, arrived 2 hours late. They forgot that Alaska is the only State with four time zones.

Tale of two kinds of cities: Of 130 U.S. cities over 100,000 population, 71 observe daylight saving time; 59 don't.

NOTES

The concept of daylight saving time is credited to Benjamin Franklin. When Ambassador to France, he awoke one morning and found sunlight streaming through his window while the city slept. This "wasted" daylight annoyed the frugal author of *Poor Richard's Almanac* and he soon evolved a plan to conserve this daylight by advancing the clocks 1 hour. He even calculated how many candles this would save the people of Paris.

Standard time is not "God's time." The existing time zones were set up in 1883 by the railroads, to eliminate the mass confusion which existed with each railroad running on its own "standard time." There were some 100 railroad "standard times" prior to 1883—8 different ones in Pittsburgh alone, for example.

In 1918, Congress passed legislation making the railroad time zones official and charged the Interstate Commerce Commission with authority over boundary disputes. The ICC still holds this authority.

During both World Wars, Congress determined that the Nation could not endure the annual "time scramble." Year-round daytime saving time, or "war time," was legislated in order to conserve fuel and electrical energy and to end time confusion during the national emergencies. After the wars, however, the Nation returned to clock juggling.

As the man from Indiana, irate over his community being moved from the central to the eastern time zone told the ICC in a letter: "Confusion bordering on chaos reigns supreme, and anarchy is the mode of the day. By such means do states and nations pass through the gates of the graveyard of history."

With its extensive files bulging with similar protests, and with scads of schemes for ending time confusion, the ICC probably would quickly agree with this quote from act 1, scene 5, of "Hamlet":

"The time is out of joint; O cursed sprite. That ever I was born to set it right."

LIST OF COMPANIES AND ORGANIZATIONS WHICH HAVE ASSOCIATED WITH COMMITTEE FOR TIME UNIFORMITY IN SUPPORT OF GREATER TIME UNIFORMITY

Aircraft Owners & Pilots Association	National Association of Broadcasters
Air Line Pilots Association	National Association of Manufacturers
Air Transport Association	National Association of Motor Bus Owners
Amalgamated Transit Union	National Association of Securities Dealers, Inc.
American Bankers Association	National Association of Travel Organizations
American Farm Bureau Federation	National Bus Traffic Association
American Hotel & Motel Association	National Business Aircraft Association
American Mutual Insurance Alliance	National Council of Farm Cooperatives
American Short Line Railroad Association	National Grange
American Society of Travel Agents	National Industrial Recreation Association
American Telephone & Telegraph Co.	National Industrial Traffic League
American Trucking Associations	Pacific American Steamship Association
American Waterways Operators, Inc.	Pacific Coast Stock Exchange
Association of American Railroads	REA Express
Association of Local Transport Airlines	Railway Labor Executives Association
Association of Oil Pipe Lines	Transportation Association of America
Association of Stock Exchange Firms	United States Independent Telephone Association
Council of State Chambers of Commerce	Western Union Telegraph Co.
Freight Forwarders Institute	
Insurance Institute of Highway Safety	
Investment Bankers Association of America	
Manufacturers Hanover Trust Co.	
Metropolitan Washington Board of Trade	

LIST OF GOVERNMENT DEPARTMENTS AND ORGANIZATIONS COOPERATING WITH COMMITTEE FOR TIME UNIFORMITY

FEDERAL	
Advisory Commission on Intergovernmental Relations	Naval Observatory
Bureau of Budget	Post Office Department
Civil Aeronautics Board	Weather Bureau
Coast and Geodetic Survey	
Department of Agriculture	STATE AND LOCAL
Department of Commerce	American Association of Motor Vehicle Administrators
Department of Defense	Council of State Governments
Department of the Interior	International Association of Chiefs of Police
Federal Aviation Agency	National Association of Counties
Federal Communications Commission	National Association of State Aviation Officials
Federal Maritime Commission	National League of Cities
General Services Administration	U.S. Conference of Mayors
Interstate Commerce Commission	

[From the New York Times, Mar. 7, 1965]

UNIFORM "FAST TIME" SOUGHT IN CONGRESS

(By Felix Belair, Jr.)

WASHINGTON, March 6.—The time schizophrenia that plagues the Nation with the shift to and from daylight saving each spring and fall may soon be brought under control. At least Congress seems willing to make the effort.

Identical bills, to be introduced in the House and Senate on Monday, would provide the first measure of peacetime uniformity in "fast time" across the Nation since the system began to win acceptance on a local or statewide basis after World War I.

The idea is that clocks in the country's four major time zones should be kept ticking in a constant relationship the year round. The legislation is a modest beginning. Its chief requirement is that in States using it, daylight saving time must commence on the last Sunday in April and end on the last Sunday in October.

But the industries and organizations pushing hardest for congressional action say that even this modicum of uniformity would go a long way toward ending the recurring tangle of time standards that costs many millions of dollars annually and constitutes a potential danger to travelers.

The trouble has been that so-called summer time is observed in some States and not in others. The resulting confusion is made even more confused by the widely varying dates for shifting from standard time and back again.

Of 31 States observing daylight saving time, either statewide or by local option, 20 move their clocks ahead on the last Sunday in April but only 15 set them back on the last Sunday in October.

Only 15 States enforce daylight saving time throughout their jurisdiction, while 16 sanction local options. Another 19 States make no provision at all or prohibit any change from standard time.

A survey by the Committee for Time Uniformity, which is heading up the current legislative effort, showed that of 130 cities with populations of 100,000 or more 59 of them remained on standard time while 71 shifted to daylight saving time last year.

The showing for the Nation as a whole was that some 100 million Americans live by "fast time" during 5 months of the year and that hundreds of thousands more would like to in States that either prohibit the shift by law or do nothing about it.

A CHAOTIC SCRAMBLE

The resulting crazy quilt of conflicting time standards is a clock scramble chaotic enough to confound Father Time, himself. It prompted a remark by Dr. William Markowitz, the Nation's foremost time scientist at the U.S. Naval Observatory, that "the United States is the worst timekeeper in the world."

There are volumes of testimony on the public inconvenience and frustration that are produced by the present lack of uniformity. How much it costs the Nation can only be guessed at. But the Commerce Department has suggested that its combined effect is to reduce the level of the gross national product.

The cost to the railroad industry of adjusting operating schedules and printing timetables to reflect the annual clock juggling is estimated by the Association of American Railroads at \$2 million.

The National Association of Broadcasters says another \$2 million is spent annually by the television industry for equipment and technicians to tape and "save" programs for showing during "prime" times throughout the country.

Interstate buslines estimate at \$250,000 the cost of printing timetables to show changes and variations in scheduled arrivals and departures during the conflicting fast time standards or lack of them. It is thought that a larger, undetermined cost is involved in preparing crews for the change and in added work with shippers.

The predicament of interstate buses is best illustrated by a classic case. Until West Virginia adopted daylight saving time on a statewide basis in 1963 the 35-mile run between Steubenville, Ohio and Moundsville, W. Va., traversed seven different local time standards.

If the driver and passengers had kept the correct local time at all stops en route they would have had to change their watches an average of once every 5 miles during the relatively short trip.

This time confusion is not confined to east-west variations across the country. North-south carriers between Chicago and Milwaukee and then beyond, to and from Minneapolis-St. Paul will go through time shifts and schedule changes occurring five times in 6 months.

The reason is that Chicago and the rest of Illinois will observe daylight saving time from the last Sunday in April to the last Sunday in October. Minneapolis-St. Paul will go on "summer time" the fourth Sunday of May and continue until the Tuesday after Labor Day.

Milwaukee and the rest of Wisconsin observes daylight saving time between the last Sundays of April and September.

Even States remaining on standard time the year round are caught up in the time delirium. When 20 States shift to daylight saving at 2 a.m. on April 25, there will have to be 38 changes in operating schedules of common carriers serving Tucson, Ariz.

UNLIMITED POSSIBILITIES

Even within a single State the possibilities of confusion growing out of the standard and daylight saving time conflict seem limitless. In Pennsylvania, State law requires that all official business be conducted on eastern standard time. Yet, its 600 communities will be on daylight saving time in the spring and summer months. The only exception in Yatesville—population 472.

In Virginia, across the Potomac River from the Nation's Capital, Alexandria and Arlington will observe the same time as the State capital of Richmond and the city of Bristol on the Virginia-Tennessee line. All will be on standard time.

But on the last Sunday of April the metropolitan areas adjoining Washington will move clocks 1 hour. A month later, on the Sunday following Memorial Day, Richmond will catch up with Alexandria and Arlington but will be an hour ahead of Bristol.

In less than 3 months—on the Sunday after Labor Day—Richmond will rejoin Bristol but will still be an hour behind Alexandria and Arlington. On October 31, the latter communities will lose an hour and rejoin the rest of the State, until the cycle begins again next spring.

In Alabama the only reference in State laws is to "standard railroad central time" and the State had daylight saving time for the first time in 1964—in one city and for 1 week.

LIQUOR LAWS ON STANDARD

In Maine and Iowa, as well as those Ohio communities observing daylight saving time, State liquor laws require that stores dispensing alcoholic beverages open and close on standard time notwithstanding that everything else is regulated by daylight saving time.

Some Montana areas observe "fast time" but fishing must be done everywhere within the standard time hours specified on licenses. In Idaho, observance of daylight time varies from door to door in northern communities as merchants and tavern operators conduct business at hours calculated to attract customers from the State of Washington.

In Iowa last year there were 23 different periods in which daylight saving began and ended, depending on the communities using the local option system in that State.

The exasperation and expense that results from the annual timekeeping pandemonium is not confined to interstate carriers.

Companies and organizations backing the drive of the Committee for Time Uniformity include the American Bankers Association, the Investment Bankers Association of America, the Association of Stock Exchange Firms, the National Association of Securities Dealers, and Manufacturers Hanover Trust Co. of New York.

They also include the Council of State Chambers of Commerce, the American Hotel & Motel Association, the American Society of Travel Agents as well as the American Telephone & Telegraph Co., and the United States Independent Telephone Association.

AND THE LIST GAINS

The list continues to grow as individual businessmen become aware of the difficulties of reaching customers, brokers, banks, or commercial printers by long-distance telephone when working under a 2-hour handicap.

Representative Richard H. Fulton, of Tennessee, explained their predicament in a statement to a House Commerce and Finance Subcommittee as follows:

"When persons in Nashville, Memphis, or New Orleans wish to conduct business with the great trade centers of the East, they discover that they must call before 10 a.m., or the people back East have gone to lunch.

"By the time the easterner has returned from lunch, there is about an hour for business before the folks in Tennessee and Louisiana are at lunch. When they, in turn, return to their offices, it is almost time for the eastern commuters to leave their offices for the day."

Time uniformity and the lack of it nationally are largely a problem of the urban communities and metropolitan areas. On that account it has been linked in the past with the problem of reapportionment of State legislatures. Farmers and farm organizations have traditionally opposed any tinkering with what used to be called "God's time."

SUPPORTED BY FARMERS

Recently, however, the Farm Bureau Federation and the National Grange have associated themselves with the Committee for Time Uniformity and are supporting its efforts with Congress.

This development, as much as any one single factor, has given Members of the Senate and House reason to believe that Congress at last may be able to cope with the problem.

The pros and cons have been argued ever since 1784 when Benjamin Franklin discovered by chance, while Ambassador to Paris, that it was broad daylight at 6 a.m. He wrote to the Journal of Paris about his discovery, including in the letter his calculations on the cost of candles that would be saved if Parisians moved their clocks ahead an hour and regulated the working day accordingly.

Paris wasn't ready for the proposal and went on consuming candles at an average cost (according to Franklin) of some 96 million livres nightly.

In addition to its acceptance by the two leading farm organizations the legislation now proposed carefully avoids the issue of States rights. No State would be required to adopt daylight saving time. Those using it would only be required to observe the April and October dates for beginning and ending it and to apply it uniformly within the same standard time zone.

OPTION SYSTEM WOULD GO

The railroads would go on scheduling arrivals and departures by standard time. Buses and airlines would continue to use daylight saving time for the same purpose. But the local option system would be outlawed.

Federal agencies, whether legislative, executive, or judicial would be required to observe the "fast time" within each standard time zone where that was sanctioned by State law.

SUMMARY OF PROPOSED FEDERAL UNIFORM TIME LEGISLATION

Question. Is the Congress likely to consider time uniformity legislation in 1965?

Answer. Yes. The Senate Commerce Committee will hold a hearing on such legislation on Monday, April 26, 1965, the day after 100 million Americans go on daylight saving time. A hearing before the House Interstate and Foreign Commerce Committee will follow shortly thereafter.

Question. What Senate action was taken during the 88th Congress?

Answer. In April 1963 the Senate Commerce Committee held hearings on time legislation. Later in June 1963 and again in August 1963 the committee favorably reported out S. 1033, but the Democratic Policy Committee failed to clear the bill for floor debate.

Question. What is S. 1033?

Answer. This bill was introduced at the recommendation of the Interstate Commerce Commission and advocated, among other things, daylight saving time between the last Sundays of April and October in areas designated by a Government agency, to be observed mandatorily and subject to penalty by Federal, State, and local governments and interstate commerce.

When reported out by the Senate Commerce Committee, the ICC was designated as the Government agency and the mandatory observance of daylight saving time was limited to Federal offices and interstate commerce.

Question. What House of Representatives action was taken during the 88th Congress?

Answer. In June 1964 the Commerce and Finance Subcommittee of the House Interstate and Foreign Commerce Committee held hearings on several time bills. Subsequently, the full committee voted to report out favorably a bill comparable to S. 1033, as reported by the Senate Commerce Committee, plus the proviso that States, political subdivisions observing daylight saving time must use the last Sunday April-October switchover dates. No committee report was issued. H.R. 12462 was later introduced by Congressman Staggers to reflect the committee vote.

Question. Has the Committee for Time Uniformity been active in developing 1965 legislation?

Answer. Yes. The CTU has been active in 12 States in an effort to achieve time observance on a statewide basis and thereby eliminate the local option privilege so conducive to clock confusion. At the Federal level, the CTU has endeavored to draft legislation capable of enactment in 1965.

Question. What is the nature of Federal legislation now supported by the CTU?

Answer. A bill has been drafted which would (1) provide a limited modernization of the Standard Time Act of 1918 and (2) promote a more uniform observance of daylight saving time. It has been introduced on the Senate side by Senators Cotton and McGee (S. 1404), and on the House side by Chairman Oren Harris of the House Interstate and Foreign Commerce Committee (H.R. 6481) and by Congressman Staggers (H.R. 6785).

Question. Have other time bills been introduced yet this session?

Answer. On the Senate side, no other time bill has yet been introduced as of the date of this writing. On the House side, a total of nine bills have been introduced, including the two bills mentioned above.

Question. What do the other time bills provide?

Answer. Attached hereto is a list of the bills introduced and a summary of each bill, including a fuller analysis of the bills supported by the Committee for Time Uniformity. Not included on this list is H.R. 7167 introduced by Mr. Harris at the request of the ICC. It is similar in content to the original ICC proposal in the 88th Congress.

Question. What does the Committee for Time Uniformity recommend?

Answer. The CTU recommends that S. 1404, H.R. 6481, and H.R. 6785 be supported for enactment. These identical bills reflect extensive consultation with many interested congressional, executive branch, regulatory agency, State, and local officials and constitute the best overall solution to the problems of clock confusion capable of enactment in 1965.

Time confusion in U.S. cities of at least 100,000 population

City and State	Standard time	Daylight saving time	City and State	Standard time	Daylight saving time
1. New York, N.Y.		X	66. Worcester, Mass.		X
2. Chicago, Ill.		X	67. Austin, Tex.	X	
3. Los Angeles, Calif.		X	68. Spokane, Wash.		X
4. Philadelphia, Pa.		X	69. St. Petersburg, Fla.	X	
5. Detroit, Mich.	X		70. Gary, Ind.		X
6. Baltimore, Md.		X	71. Grand Rapids, Mich.	X	
7. Houston, Tex.	X		72. Springfield, Mass.		X
8. Cleveland, Ohio.		X	73. Nashville, Tenn.	X	
9. Washington, D.C.		X	74. Corpus Christi, Tex.	X	
10. St. Louis, Mo.		X	75. Youngstown, Ohio.		X
11. Milwaukee, Wis.		X	76. Shreveport, La.	X	
12. San Francisco, Calif.		X	77. Hartford, Conn.		X
13. Boston, Mass.		X	78. Fort Wayne, Ind.	X	
14. Dallas, Tex.	X		79. Bridgeport, Conn.		X
15. New Orleans, La.	X		80. Baton Rouge, La.	X	
16. Pittsburgh, Pa.		X	81. New Haven, Conn.		X
17. San Antonio, Tex.	X		82. Savannah, Ga.	X	
18. San Diego, Calif.		X	83. Tacoma, Wash.		X
19. Seattle, Wash.		X	84. Jackson, Miss.	X	
20. Buffalo, N.Y.		X	85. Paterson, N.J.		X
21. Cincinnati, Ohio.	X		86. Evansville, Ind.		X
22. Memphis, Tenn.	X		87. Erie, Pa.		X
23. Denver, Colo.	X		88. Amarillo, Tex.	X	
24. Atlanta, Ga.	X		89. Montgomery, Ala.	X	
25. Minneapolis, Minn.		X	90. Fresno, Calif.		X
26. Indianapolis, Ind.	X		91. South Bend, Ind.		X
27. Kansas City, Mo.	X		92. Chattanooga, Tenn.	X	
28. Columbus, Ohio.	X		93. Albany, N.Y.		X
29. Phoenix, Ariz.	X		94. Lubbock, Tex.	X	
30. Newark, N.J.		X	95. Lincoln, Nebr.	X	
31. Louisville, Ky.	X		96. Madison, Wis.		X
32. Portland, Oreg.		X	97. Rockford, Ill.		X
33. Oakland, Calif.		X	98. Kansas City, Kans.		X
34. Fort Worth, Tex.	X		99. Greensboro, N.C.	X	
35. Long Beach, Calif.		X	100. Topeka, Kans.	X	
36. Birmingham, Ala.	X		101. Glendale, Calif.		X
37. Oklahoma City, Okla.	X		102. Beaumont, Tex.	X	
38. Rochester, N.Y.		X	103. Camden, N.J.		X
39. Toledo, Ohio.	X		104. Columbus, Ga.	X	
40. St. Paul, Minn.		X	105. Pasadena, Calif.		X
41. Norfolk, Va.		X	106. Portsmouth, Va.		X
42. Omaha, Nebr.	X		107. Trenton, N.J.		X
43. Honolulu, Hawaii.	X		108. Newport News, Va.		X
44. Miami, Fla.	X		109. Canton, Ohio.		X
45. Akron, Ohio.		X	110. Dearborn, Mich.	X	
46. El Paso, Tex. ¹		X	111. Knoxville, Tenn.	X	
47. Jersey City, N.J.		X	112. Hammond, Ind.		X
48. Tampa, Fla.	X		113. Scranton, Pa.		X
49. Dayton, Ohio.	X		114. Berkeley, Calif.		X
50. Tulsa, Okla.	X		115. Winston-Salem, N.C.	X	
51. Wichita, Kans.	X		116. Allentown, Pa.		X
52. Richmond, Va.		X	117. Little Rock, Ark.	X	
53. Syracuse, N.Y.		X	118. Lansing, Mich.	X	
54. Tucson, Ariz.	X		119. Cambridge, Mass.		X
55. Des Moines, Iowa.		X	120. Elizabeth, N.J.		X
56. Providence, R. I.		X	121. Waterbury, Conn.		X
57. San Jose, Calif.		X	122. Duluth, Minn.		X
58. Mobile, Ala.	X		123. Anaheim, Calif.		X
59. Charlotte, N.C.	X		124. Peoria, Ill.		X
60. Albuquerque, N.Mex.	X		125. New Bedford, Mass.		X
61. Jacksonville, Fla.	X		126. Niagara Falls, N.Y.		X
62. Flint, Mich.	X		127. Wichita Falls, Tex.	X	
63. Sacramento, Calif.		X	128. Torrance, Calif.		X
64. Yonkers, N.Y.		X	129. Utica, N.Y.		X
65. Salt Lake City, Utah.	X		130. Santa Ana, Calif.		X

¹ El Paso is in the Central Standard Time Zone but observes Mountain Standard Time.

Source: Bureau of the Census, based on 1960 population data.

GRASSROOTS EDITORS FAVOR FEDERAL ACTION FOR TIME UNIFORMITY

SAMPLING OF 1965 EDITORIAL COMMENT

Mississippi.—"The uniform daylight saving time law now pending in Congress represents an effort to make sense of what is now national chaos." Laurel Leader-Call.

New Hampshire.—"Now we are glad to see that a push for enactment of some sort of uniform time legislation is on again in Congress. There is good reason to hope that this attempt will succeed." *Foster's Democrat*.

North Carolina.—"The Daily News is among those who can take or leave daylight saving time. What we do prefer, however, is that any time changes be nationwide and not spotty and confusing for all concerned. We'd take eastern standard time or daylight saving time without any audible grumble in preference to the State by State and even community by community difference which now exists to create a jumble of schedules." *Greensboro News*.

Wisconsin.—"The proposed legislation avoids the issue of States' rights by providing that no State would be required to adopt daylight saving time. Those using it would only be required to observe the April and October dates for beginning and ending it and to apply it uniformly within the same standard time zone. The legislation certainly has merit and should be adopted. * * *"
Green Bay Press-Gazette.

Maine.—"The remedy proposed * * * is a modest start toward time uniformity, but it is a start. Congress would do well to take this step." *Bath Times*.

Ohio.—"Rural opposition has been sharply undercut by the support of two major farm groups for the work of the Committee for Time Uniformity. This committee is pushing for congressional action. Its assemblage of data has persuaded many in Congress that it would be folly to let the present chaotic situation go any longer without corrective law." *Dover Reporter*.

Oregon.—"The Cotton-McGee bill would not solve all the confusion caused by the variance in time among States and parts of States. But it would limit the discrepancy to two kinds of time—daylight and standard—and thus would lessen the confusion." *Portland Oregonian*.

Pennsylvania.—"It is most encouraging, then, that Congress seems on the verge of taking constructive, if limited, action to bring order out of chaos. Proposed legislation would keep clocks in the four major time zones in a constant year-round relationship." *Lancaster Intelligencer-Journal*.

New York.—"The remedy proposed would, in effect, synchronize the clocks in the major time zones the year round. States would not be required to have daylight saving, but if they did it would have to run from the last Sunday in April to the last Sunday in October." *Kingston Freeman*.

South Carolina.—"There are some hopes that standardization might be achieved. States' rights are not violated in either of the bills because no State is required to use either time but may exercise its own choice * * *. What is needed is a standardization so that people in this State can intelligently tell what time it is in New York City, Chicago, San Francisco, or Podunk when it is noon here. Standardization would benefit everyone." *Orangeburg Times-Democrat*.

Iowa.—"It was Congress which established the standard time zones across the Nation * * *. It would appear that comparable action on daylight time would serve to end the confusion which develops each summer." *Muscatine Journal*.

Minnesota.—"Daylight saving time has resulted in a statewide and national time scramble which evidently can be corrected only by Federal legislation to establish uniform time zones * * *. The need for unscrambling the daylight saving time mess is obvious." *St. Paul Pioneer Press*.

Massachusetts.—"Daylight saving time has become a matter of national concern. The States cannot get together * * *. Uniform adjustments of time in summer are getting more and more necessary. Congress may do something about it this year." *Wakefield Item*.

Tennessee.—"The measure should have little difficulty in Congress. There are many problems facing America inside and out. Surely the least of these should be the relatively simple matter of deciding by the clock, irrespective of its officially assigned zone, what time it is." *Nashville Banner*.

Colorado.—"Until some nationwide plan is adopted, there will be wrangling and confusion in the various States." *Boulder Camera*.

I. EXTENT OF OBSERVANCE IN 1964 OF DAYLIGHT SAVING TIME IN THE UNITED STATES¹*States observing daylight saving time*

STATEWIDE

California	Nevada	Washington
Connecticut	New Hampshire	West Virginia
Delaware	New Jersey	Wisconsin
Illinois	New York	(Total, 15)
Maine	Rhode Island	
Massachusetts	Vermont	

NOT STATEWIDE

Colorado	Michigan	Oregon
Idaho	Minnesota	Pennsylvania
Indiana	Missouri	South Dakota
Iowa	Montana	Virginia
Kentucky	New Mexico	(Total, 16)
Maryland	Ohio	

States not observing daylight saving time

Alabama	Kansas	South Carolina
Alaska	Louisiana	Tennessee
Arizona	Mississippi	Texas
Arkansas	Nebraska	Utah
Florida	North Carolina	Wyoming
Georgia	North Dakota	(Total, 19)
Hawaii	Oklahoma	

II. EXTENT OF UNIFORMITY IN DAYLIGHT SAVING TIME SWITCHOVER DATES, 1964

A. SWITCH FROM STANDARD TO DAYLIGHT SAVING TIME

1. Of the 15 States observing daylight saving time on a statewide basis, all 15 States switched to daylight saving time on the last Sunday in April.

2. Of the 16 States observing daylight saving time on a nonstatewide basis, all except the following 11 States switched to daylight saving time the last Sunday in April:

State	Area	Daylight saving time began
Colorado.....	Aspen.....	May 2, 1964.
Idaho.....	Communities north of Salmon River.....	Varying dates.
Indiana.....	32 counties.....	Year round.
Iowa.....	Local option communities.....	Varying dates.
Kentucky.....	Madisonville, Owensboro, Calhoun, and Henderson.....	Do.
Minnesota.....	All except border municipalities.....	4th Sunday in May.
Missouri.....	Some 50 communities, including St. Louis.....	Varying dates.
Montana.....	Anaconda, Butte, Bozeman, Belgrade, and Livingston.....	Memorial Day.
Ohio.....	25 counties.....	Varying dates.
South Dakota.....	Jefferson, Vermillion, and Yankton.....	Do.
Virginia.....	Portions of Virginia other than Bristol and 10th Congressional District (adjacent to Washington, D.C.) and 8 counties in southwestern Virginia.	Memorial Day.

¹ These data have been derived from 1964 reports received from State officials and other sources.

B. SWITCH FROM DAYLIGHT SAVING TO STANDARD TIME

1. Of the 15 States observing daylight saving time on a statewide basis, all except West Virginia and Wisconsin will return to standard time on the last Sunday in October. West Virginia and Wisconsin will switch instead on the last Sunday of September.

2. Of the 16 States observing daylight saving time on a nonstatewide basis, 5 of them (Colorado, Minnesota, Montana, New Mexico, and South Dakota) will return to standard time in September. All of these States except Minnesota, however, observe daylight saving time in very limited areas.

Nine other States (Idaho, Indiana, Iowa, Kentucky, Michigan, Missouri, Ohio, Pennsylvania, and Virginia) will return to standard time on varying dates ranging from August to October, with some Indiana communities even observing daylight saving time on a year-round basis.

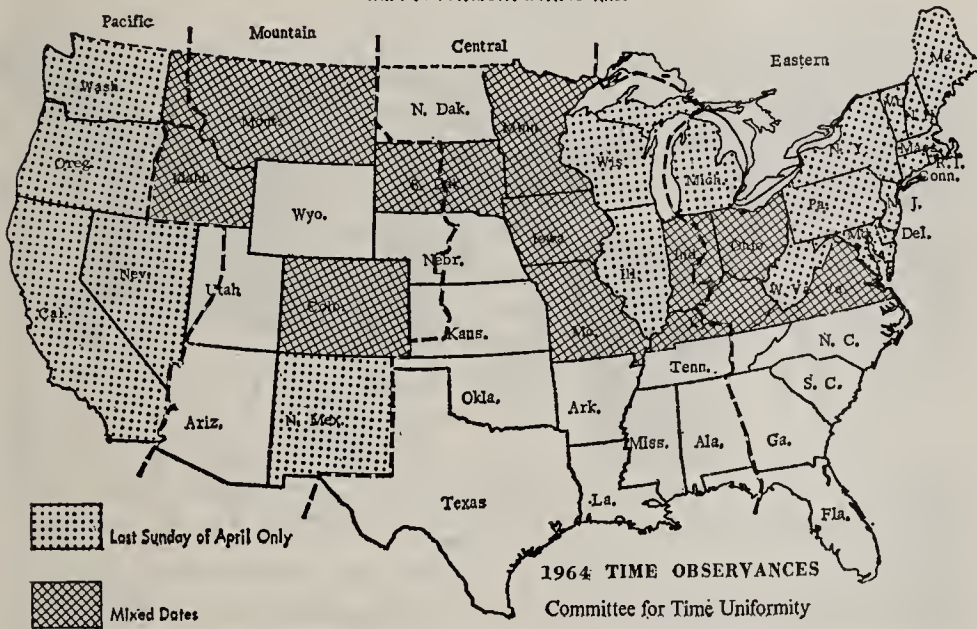
Only in Maryland and Oregon will standard time be resumed on the last Sunday of October.

C. STATES OBSERVING BOTH THE APRIL-OCTOBER SWITCHOVER DATES ²

1. Fifteen of the thirty-one States observe the switchover dates of the last Sundays in April and October, as follows:

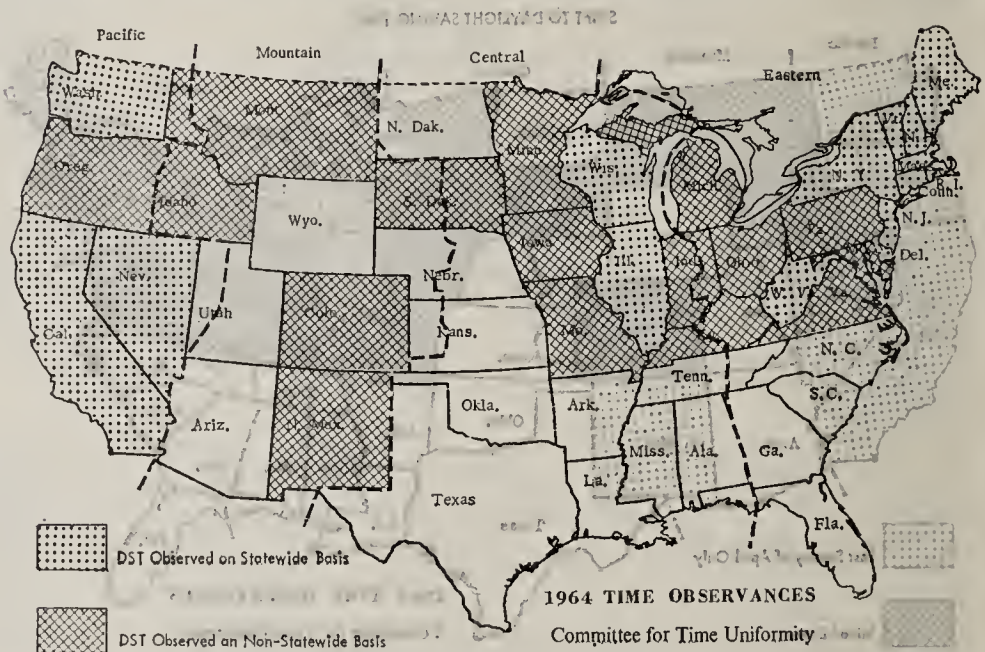
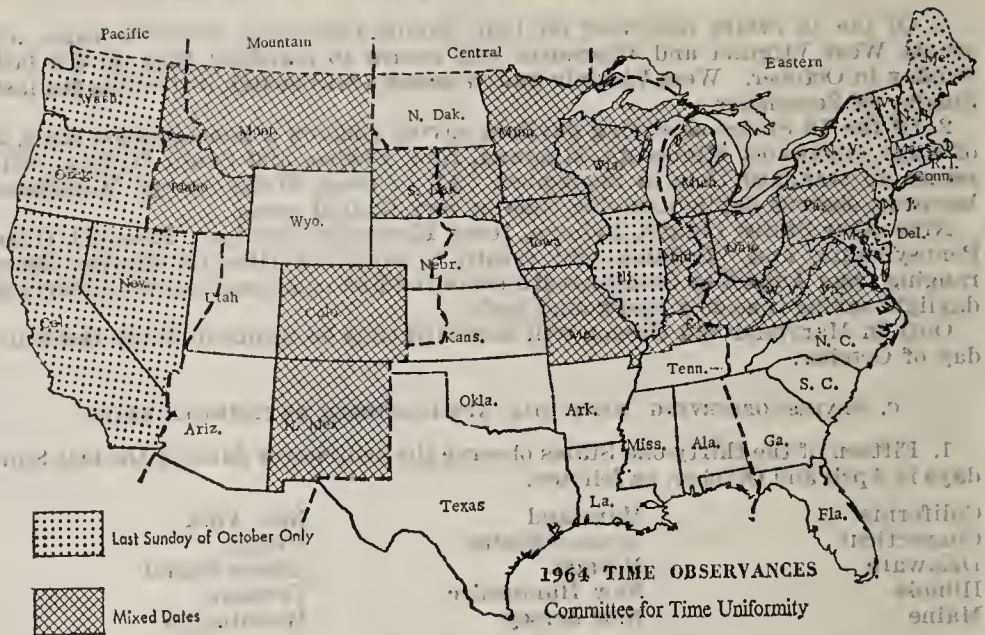
California	Maryland	New York
Connecticut	Massachusetts	Oregon
Delaware	Nevada	Rhode Island
Illinois	New Hampshire	Vermont
Maine	New Jersey	Washington

SHIFT TO DAYLIGHT SAVING TIME



² The District of Columbia also observes daylight saving time from the last Sunday in April to the last Sunday in October.

SHIFT BACK TO STANDARD TIME



Senator McGEE. Mr. Redding?

Mr. REDDING. Mr. Chairman and members of the committee, my name is Robert E. Redding, vice president and general counsel of the Transportation Association of America, and I believe you have before you a letter dated April 26, 1965, which I have written to the chairman of the Senate Commerce Committee in support of S. 1404.

I shall not take the time to read it, sir, but merely would point out to you that after 1961, when a policy committee was approved within the Transportation Association of America in support of time uniformity, we went to work and contacted a considerable number of

government agencies, Federal, State, and local, as well as many business and agriculture interests at that time to acquaint them with the problem.

This, then, was followed by our uniform time conference in 1962 and the formation of our Committee for Time Uniformity.

Mr. Ramspeck has already spoken. I would like to interpolate for the record, sir, that he has rendered this very valuable service to all of us without any compensation whatever, and has contributed his time and interest to this undertaking. As a member of the committee—

Senator McGEE. This is a day to be remembered. First we have the Commission before us that asks for no more money, and then we have petitioners for a noble cause who serve without pay. I trust that doesn't apply to the members of the committee.

Mr. REDDING. If you gentlemen do your share, we hope to enjoy time uniformity in the very near future. But merely to conclude my statement, sir, the Transportation Association does endorse this bill and hopes that it will be enacted into law in 1965.

Senator McGEE. Mr. Redding, your letter on behalf of the Transportation Association will appear as an official part of the record.

Mr. REDDING. Thank you, sir. (The letter follows:)

TRANSPORTATION ASSOCIATION OF AMERICA,
Washington, D.C., April 26, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
U.S. Senate,
Washington, D.C.

DEAR CHAIRMAN MAGNUSON: Your committee has scheduled a hearing on April 26, 1965, involving the proposed legislation to facilitate greater nationwide uniformity of time observance.

On behalf of the board of directors of the Transportation Association of America, I would like to support the enactment of S. 1404, sponsored by Senators Cotton and McGee.

As you know, TAA is a national transportation policy organization whose membership consists of representatives of transport users, investors, and carriers of all modes, including air, freight forwarder, highway, pipeline, railroad, and water carriers. All of these interests participate actively in our continuing efforts to establish sound national policies for the maintenance of a strong transport system under private enterprise.

After a careful study of the time problems by all TAA panels, the board of directors in October 1961, approved a policy position that there should be uniformity of time, whether standard or daylight, and uniformity in the change dates within each time zone. This proposal was approved by the air, highway, pipeline, and railroad panels, and not opposed by the other panels. Its purpose is to remove present confusion and excessive expense for common carriers and users of their services resulting from varying time standards and time changes throughout the United States.

Following the development of a policy position in support of greater time uniformity, TAA contacted a number of governmental agencies—Federal, State, and local—as well as many business and agricultural interests to acquaint them with the problem. These efforts culminated in the scheduling of a Uniform Time Conference in August 1962 attended by representatives of all such interests, at which it was decided to form an ad hoc Committee for Time Uniformity. The Honorable Robert Ramspeck, national chairman of the committee will testify before your committee and explain its functions in greater detail. TAA, as a member of the committee, heartily endorses its objectives and will continue to cooperate with all interested agencies and interests to achieve greater time uniformity. We hope that S. 1404 will be enacted into law in 1965.

It is respectfully requested that this letter be made a part of the official record of this hearing.

Sincerely,

ROBERT E. REDDING.

Mr. RAMSPECK. I would like to offer one more sentence in this. I especially call the attention of the committee on the record to the fact that the American Farm Bureau Federation changed its position, after we got this simplified bill, and they now support it.

Senator McGEE. Yes; we have a letter from the Farm Bureau Federation to be made a part of the record.

Senator COTTON. May I ask Mr. Redding one question, Mr. Chairman?

Senator McGEE. Yes, sir.

Senator COTTON. I can find out this by going to the record, but were you the witness, when we considered the other bill, who made or filed the general estimate of the money that is lost every year because of this time confusion, or was it some other witness?

Mr. REDDING. Yes, sir. I appeared before this committee 2 years ago and there was testimony at that time and there is, I am sure, material, either submitted to you in writing, or will be commented on by witnesses this morning, which will cover that point.

I would be glad to give you a fast summary of it if you would be interested in it at this time.

Senator COTTON. I just thought it would be beneficial. I suppose the estimate about costs in the last Congress, all of that would not be remedied by this bill. The bill, last Congress, would have gone further in the matter of uniform time than this one, but I thought somewhere in the record, this year, we ought to have this information. I think the American people would be startled if they realized what it is costing in dollars and cents to all of the carriers and all of the communications companies, as well as individuals. Could you give us that estimate right now?

Mr. REDDING. Sir, I will give you the best estimate I have. The latest estimate, with which I am familiar, was developed just this last year and presented in a hearing before the House Interstate and Foreign Commerce Committee, and at that time, I believe the railroad witnesses estimated an annual cost of somewhere in the vicinity of \$2 million a year, and the bus industry has developed an estimate of its cost that it suffers from the printing of time tables, due to the difficult changeover dates, as well as the cost of personnel required in that undertaking, and my understanding of that is that cost approximates something like \$1 million a year, and I am told that the communications industry, principally, radio, TV interests, suffer to the extent of something like \$2 million a year.

Now, there are gentlemen here this morning that will be in a position to confirm that statement, but that is my understanding of the costs for those particular industries.

Now, there are other expenses incurred in the airline industry and other general business interests that, I am sure, even affect the national gross product, itself, but I simply cannot give you a figure beyond the ones I have mentioned.

Senator COTTON. Now, this bill, if enacted, won't save all of that cost because we would still have trains and planes and buses passing from one section to another, as between daylight and standard time, but the fixing of the dates would save a portion of that cost, would it not?

Mr. REDDING. My understanding is, sir, it would save a substantial part of that cost, because many of these industries are faced with the need of multiple changes in timetables and all, there would be a very great amount that would be still necessary to defer the cost of switch-overs that could be eliminated.

And I now have a figure before me that indicates that local service carrier industry estimated a cost to themselves for extra printings that would run in the range of \$150,000 to \$200,000 a year.

So my understanding of the subject and the answer to your question would be that a substantial amount of this cost would be saved by the enactment of this bill.

Senator COTTON. Thank you.

Senator McGEE. I assume it would also be valid to observe, Senator, that inasmuch as these costs Mr. Redding has been alluding to are valid business expenses and thus subject to some deduction, that the fact that they might accrue as profit, would make them eligible for taxation and, therefore, we not only save money this morning, we make some money for the Treasury of the United States.

Mr. REDDING. A very astute observation, Mr. Chairman.

Senator McGEE. Are there any other questions? If not, thank you very much, gentlemen.

The next witness is Mr. Richard A. Trice, vice president and traffic manager, Virginia Stage Lines, Charlottesville, Va.

Mr. Trice, I'm wondering again, in the interest of the committee's concern over 1404, if you would find it convenient to select those portions of your testimony that bear specifically on the bill as it is now pending.

STATEMENT OF RICHARD A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, VA.

Mr. TRICE. Mr. Chairman, if I may, I would like to put in my statement and make some comments on it. Would that be agreeable?

Senator McGEE. The statement will be made a part of the record as though delivered in full.

(The statement follows:)

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, VA.

Mr. Chairman and members of the committee: My name is R. A. Trice and I am vice president and traffic manager of Virginia Stage Lines, Inc., Charlottesville, Va., a motor common carrier of passengers, operating in interstate commerce under rights conferred by the Interstate Commerce Commission and in intrastate commerce by authority of certain State regulatory agencies.

I appear before your committee as spokesman for the National Association of Motor Bus Owners of which my company is a member. This organization, commonly called NAMBO, is the national trade association for intercity bus operations and serves as spokesman for some 1,000 carriers. Its members include the Greyhound, Trailways, and independent carriers who provide approximately three-fourths of such service throughout the United States and a number of Canadian Provinces.

I am also authorized to present the views of the National Trailways Bus System, an association of 45 independent intercity bus carriers, of which my company is also a member. Further, the views expressed here are also those of the National Bus Traffic Association which, among numerous other functions, pub-

lishes bus tariffs and assists in coordinating the schedules of connecting bus carriers.

My testimony is directed primarily to Senate bill 1404.

This measure would establish uniform change dates for those areas observing daylight time and would create new standard time zones. The enactment of this type of legislation would constitute an effective remedy for one phase of the chaotic situation which results from the lack of uniform time standards, particularly during the period from the last Sunday in April through the last Sunday in October. As your committee knows, there are two aspects to the problem. One involves the situation in which individual communities or areas, often adjacent to one another, observe different standards—some on daylight time and others on standard. The other facet is the difference in the dates on which the changes from one time to the other become effective. It is the latter situation which would be corrected by enactment of this bill.

For a number of reasons, the intercity bus industry and its passengers are more seriously affected in terms of expense, inconvenience, and confusion than is the case in any other form of transportation. In the first place, our industry serves more communities than any other form of public passenger transportation. In the second place, our industry transports about one-fifth more domestic passengers annually than do the railroads and airlines combined. This is due to the fact that almost every community in the Nation and nearly every mile of the main highways are served by buses. The Official Bus Guide, which is published monthly and contains the timetables of all the principal carriers is approximately the size of the Washington metropolitan area telephone directory and lists about 370,000 daily bus arrival and departure times. The schedules shown therein must be revised a minimum of twice a year solely because of the change to or from daylight time for all communities which observe advanced time. However, due to the different times that various areas observe advanced time, schedules in some areas have to be reworked and published six times between the last Sunday in April and the last Sunday in October.

In addition to the problems involved in the preparation of this Official Bus Guide, which is used for routing passengers by 25,000 or more ticket agents all over the country, is the preparation and printing of timetables by the individual carriers for use in their terminals and for general distribution. Many of our carriers report that they print timetables for distribution seven times a year on the average. If uniform change of dates as proposed by these bills were in effect, this could be reduced to two or three times a year.

It is estimated that an additional expense of at least \$250,000 annually is incurred by the bus carriers as a result of this chaotic situation for printing alone. This takes no account of the additional man-hours expended in the scheduling departments of carriers in an attempt to rearrange service; the cost of these operations is undoubtedly several times the mere printing expenses. While it is impossible to attach a total price tag to this complex task, it could well amount to \$1 million annually.

The problems arising from this confusing situation are by no means limited to their impact on the carriers. Inevitably they detract from the effectiveness of our service and this, in turn, affects our patronage and revenues. To avoid burdening the record with a mass of detail, some of which would be repetitive, I shall offer only two illustrations.

The two illustrations that I would like to use cover relatively small areas in relationship to the United States as a whole; however, you will note that these two illustrations are many miles removed from each other. That the matter of time uniformity is a matter the Congress should handle rather than leave to the individual States or local subdivisions is revealed by these two illustrations.

The State of Virginia is bounded by the District of Columbia and the States of Maryland, West Virginia, Kentucky, Tennessee, and North Carolina. Yesterday the District of Columbia, Maryland, and West Virginia went on daylight saving time. By law, the States of Kentucky (with some few scattered exceptions), Tennessee, and North Carolina remain on standard time the year round. On the Sunday after Memorial Day, by State law, the State of Virginia will go on daylight saving time, except that the counties adjacent to the District of Columbia; namely, Fairfax and Arlington, were permitted to go on daylight saving time yesterday. Also, the counties which adjoin Kentucky, Tennessee, and North Carolina; namely, Lee, Wise, Dickerson, Buchanan, Scott, Smith, Russell, and Washington, remain on standard time the year round. Then, on the Sunday before Labor Day, that portion of Virginia which observes daylight saving time

will revert to standard time except for the two counties adjacent to the District of Columbia which will remain on daylight saving time until the last Sunday in October. In the meantime, the State of West Virginia will revert to standard time on the fourth Sunday in September.

It is my belief that the State of Virginia, when it passed the bill, fully intended the State to go on daylight saving time from Memorial Day to Labor Day; however, under wording of the bill, the State goes on daylight saving time on the Sunday after Memorial Day, which, this year, means June 6. Now, what does this mean to a carrier operating in this area? Historically the bus companies in this area have commenced their added summer service, such as service to the beaches and to the mountain resorts, the Friday before Memorial Day. Due to the fact that many areas of the country go on daylight-saving time the last Sunday in May, our national guide is issued to become effective on the last Friday in May, which this year is May 28. This means that a carrier operating in the State of Virginia must prepare its schedules effective May 28 in the national guide effective that date and by keying them, advise the public that the schedules shown for the State of Virginia, with the above exceptions, are shown on daylight time, and for the period from May 28 to June 6 (effective date of daylight saving time in Virginia) deduct 1 hour for standard time. The alternative is to publish the schedules in the guide effective May 28, showing standard time, and keying them to advise the people in Virginia that the times shown are standard time and 1 hour should be added for daylight time, effective June 6. It is interesting to note that the two major carriers operating in the State of Virginia for the year 1965 elected to show their schedules as stated above, with Trailways using the former method and Greyhound using the latter.

Now, let's switch to the Midwest section of the country for our second illustration. Minnesota is one of the States that does not conform to the general daylight saving time dates of the last Sunday in April until the last Sunday in October. This year several bills were introduced in the Minnesota Legislature to correct the inconsistency, but these measures were narrowly defeated. That means that, by State law, Minnesota, starts daylight saving time the fourth Sunday in May and ends the day after Labor Day. Now, generally this time period is referred to as daylight time from Memorial Day until Labor Day. This is probably the information that was circulated in Iowa. As a result, the Iowa Legislature enacted a bill providing that daylight time would begin May 30 and end the day after Labor Day. It is understood that the intent of the Iowa bill was to make daylight time consistent with Minnesota. Evidently it was forgotten that May has five Sundays this year. Therefore Minnesota will be on daylight time 1 week ahead of Iowa.

As it is impractical for any bus company to change bus schedules on May 23 and again on May 30, most companies that I am familiar with will change from standard to daylight time on May 23 and there will be considerable confusion with bus arrival and departure times in Iowa.

Now the two illustrations as outlined above confront carriers with an impossible situation with respect to both local service and through schedules. It is most difficult to give passengers schedules that are not confusing and misleading. It must be borne in mind that the Memorial Day period is one of the periods of heaviest travel in the bus industry.

Attached to my statement is an appendix containing excerpts from reports submitted to NAMBO by member carriers further illustrating the wide variety of difficult and confusing problems faced by them because of this lack of time uniformity. I shall not impose upon the time of the committee by further discussion of this appendix unless it is your desire that I do so. I should, however, like to have it included in the record.

This problem is not limited to short-haul operations such as I have just described. Large numbers of our passengers take long trips, frequently involving transfers from one busline to another or connections with rail or air transportation. You can see the problem that an agent in Florida might have in trying to tell a passenger what time he will arrive in Minnesota, Iowa, or Virginia during the period May 23 through June 6. Added to the confusion within our own industry is the fact that many rail schedules are based on standard time while air schedules are typically published in local time. The problem of assuring reasonably satisfactory connections under these conditions is virtually insoluble.

Our buses also transport a considerable volume of package express and mail. Here again, the difficulty of connections arises where mail or express transported by bus has a prior or subsequent movement by air or rail.

This matter of interline connections is further complicated by the fact that, on many of our relatively long haul routes, we must serve passengers who wish to travel comparatively short distances between intermediate points. This is a basic economic characteristics of intercity bus transportation because, on many routes, neither the short-haul traffic nor the through traffic alone is sufficient to meet expenses. It is obvious, therefore, that here again is a situation where variations in time standards among intermediate and/or terminal points often make it impossible adequately to serve our different types of patrons. More than likely, if we meet the needs of intermediate passengers, our bus is likely to depart from or reach a terminal in a large city at an inconvenient hour with a consequent deterioration of the long-haul service and loss of patronage. It is impossible, of course, to assess the volume of missed connections, failure of friends and relatives to meet incoming passengers, and other frustrations resulting from this situation.

As noted earlier, this statement is limited principally to the urgent need for communities and areas observing advanced time to have uniform change dates. Our members have repeatedly gone on record in this respect as evidenced by the following excerpt from a resolution adopted by our association:

"Whereas the problems of scheduling and the confusion arising from daylight time zones are being annually increased and compounded: Now, therefore, be it

"Resolved, That the National Association of Motor Bus Owners urge upon the administration and the Congress that every effort be made to establish time uniformity in the coming year."

This resolution is in accord with the position of the National Trailways Bus System and the National Bus Traffic Association, the other organizations to which I referred earlier and for which I am authorized to speak.

We earnestly request this committee to approve a measure which will meet the need for time uniformity. While S. 1404 admittedly will not solve all of our problems, it is my view as well as that of the Committee for Time Uniformity on which our industry is represented, that it is a very significant step in the right direction. Its adoption would permit our carriers to provide a more convenient and attractive service for the approximately 475 million passengers we transport annually, it would eliminate much of the present confusion, and it would result in substantial reductions in unnecessary expense to the carriers. I am most appreciative of this opportunity to present our views and I shall be glad to attempt to answer such questions as the chairman and members may have.

STATEMENT OF R. A. TRICE—APPENDIX

EXAMPLES REPORTED BY INDIVIDUAL BUS COMPANIES

Example—From Jefferson Transportation Co.

Most of the Jefferson Lines schedules operate in Minnesota, Iowa, and Missouri. We cannot feel justified to make changes on May 23 and again on May 30. We will make the change from standard to daylight time on May 23 and for 1 week there will be considerable confusion with bus times in Iowa. This is one of the busiest travel weeks of the spring and we expect that we will lose a number of passengers during that time. Of course, there will be a hardship to the public.

Many of our schedules are governed by connections in Minneapolis and Kansas City. Because Kansas City and points south are not on daylight saving time, most of our through schedules must operate 1 hour later in daylight time areas. One particular schedule makes connections with a local service that we operate. It means the local service must leave 1 hour later. It causes great inconvenience because of 1 hour loss of shopping and business time to people traveling locally into the Twin Cities in the morning and returning in the evening.

Schedules leaving Minneapolis are affected by connections from the west which operate through three States without daylight time. Therefore, the three less populous Western States are causing us to operate important schedules 1 hour later than normal.

Example—From Southern Greyhound Lines

Virginia has eight counties that do not observe daylight saving time in the southwest. The Virginia counties near the District of Columbia area observe daylight saving time with Washington, D.C., on April 25, 1965. The remaining counties in Virginia will observe daylight saving time on June 6, 1965.

An example of how the clock juggling in Virginia affects passengers on our Knoxville-Roanoke-Washington division is shown below:

	Apr. 24	Apr. 25	June 6
Leave Abingdon, Va.....	7:15 a.m., e.s.t....	7:15 a.m., e.s.t....	7:15 a.m., e.s.t.
Arrive Roanoke, Va.....	11:20 a.m., e.s.t....	11:20 a.m., e.s.t....	12:20 p.m., e.d.t.
Arrive Alexandria, Va.....	7:40 p.m., e.s.t....	8:40 p.m., e.d.t....	8:40 p.m., e.d.t.
Arrive Washington, D.C.....	8:03 p.m., e.s.t....	9:03 p.m., e.d.t....	9:03 p.m., e.d.t.

The above procedure is reversed when Virginia reverts to standard time.

Southern Greyhound Lines operates a 7:30 a.m. local schedule out of Charleston, W. Va., to Wytheville, Va., and Winston-Salem, N.C. In order to maintain local morning service over this route, it is necessary to operate 1 hour earlier in Virginia and North Carolina effective April 25, 1965, when West Virginia adopts daylight saving time. Then, to add to this confusion, Virginia will go on daylight saving time June 6, 1965, adding 1 hour to the Virginia times resulting in the following:

	Apr. 24	Apr. 25	June 6
Leave Charleston, W. Va.....	7:30 a.m., e.s.t....	7:30 a.m., e.d.t....	7:30 a.m., e.d.t.
Leave Beckley, W. Va.....	9:55 a.m., e.s.t....	9:55 a.m., e.d.t....	9:55 a.m., e.d.t.
Arrive Wytheville, Va.....	1:25 p.m., e.s.t....	12:25 p.m., e.s.t....	1:25 p.m., e.d.t.
Arrive Winston-Salem, N.C.....	3:45 p.m., e.s.t....	2:45 p.m., e.s.t....	2:45 p.m., e.s.t.

When Virginia reverts to standard time, an hour is removed from the Virginia time shown. When West Virginia reverts to standard time, an hour is added to the Virginia and North Carolina times on the above schedules.

Southern Greyhound Lines' Parkersburg-Huntington schedules zigzag from West Virginia to Ohio across the State line. On daylight saving time passengers traveling from West Virginia to Ohio arrive at their destination before they left.

Unfortunately, all commuter and shopper schedules cannot be operated at the same times on standard and daylight time. For example, a New York-New Orleans schedule operates local from Lexington, Va., to Roanoke, arriving at Roanoke at 6:55 a.m. Effective with daylight time in Virginia, the schedule will arrive at Roanoke at 7:55 a.m., which only allows 5 minutes for commuters to get to work. To maintain the 6:55 a.m. arrival in Roanoke would result in removing 1 hour from all times from New York to Washington, D.C., and from Bristol, Va. to New Orleans.

Example—From Greyhound Lines, Inc.

Iowa.—The city council in Waterloo met last winter and voted in favor of daylight saving time, as did Des Moines, Cedar Rapids, and other key cities. The alderman who first proposed daylight time in Waterloo, it is reported, "thought that the entire United States went back on the first Sunday of October," so his ordinance called for October 4. Most of the State adopted April 26–October 4 as observance dates. Davenport-Dubuque areas, however, already had legislation to conform with Illinois dates and had been observing daylight time for several years. They kept daylight time until October 25. Northern Iowa and the upper Missouri Valley joined Minnesota and went back after Labor Day. As a result of this situation Grayhound Lines and Jefferson Lines went on c.s.t. schedules September 9 and decided hereafter to publish all schedules in Iowa on c.s.t. year around.

Indiana.—Several years ago the ICC issued an order moving the standard time boundary westward to cover approximately half of the State, instead of passing through railroad water-tower stations nearest the Ohio line. (The new ICC boundary is correctly shown in the current Rand McNally atlases.) This placed

Indianapolis and State government offices on eastern standard time and many communities began unofficially to observe e.s.t (or central daylight time, as you will) the year around. This movement has now spread over most of the State and the carriers show time boundaries inconsistent with the ICC boundaries. In the summer the few remaining c.s.t areas go on daylight time. The Indiana communities observing unofficial year-round "fast time" have formed into a pattern which the carriers can portray as a zone. Carrier diligence has solved the Indiana problem this year, but last year the carriers did not agree on major cities such as Lafayette and South Bend where interline connections are made.

A few examples of confusion in our area from last year :

- (1) Observed on a street in Indianapolis a few years ago :
No parking—7 a.m. to 9 a.m. (e.s.t.), 6 a.m. to 8 a.m. (c.s.t.).
- (2) Schedule No. 594—Kansas City to Winnipeg :
Kansas City to Omaha (c.s.t. year around).
Council Bluffs to Sioux City (some communities c.d.t. April 26 to October 3, others went off September 9).
Jefferson, S. Dak., to Big Stone City, S. Dak. (c.s.t. year around).
Ortonville, Minn., to Moorhead, Minn. (c.d.t. May 31 to September 8).
Fargo, N. Dak. (c.s.t. year around).
Moorhead, Minn., to Noyes, Minn. (c.d.t. May 31 to September 8).
Emerson, Manitoba to Winnipeg, Manitoba (c.d.t. April 26 to October 25).
- (3) Schedule No. 1403—Chicago to Winnipeg :
Chicago, (c.d.t. April 26 to October 25).
Madison, Wis., to Eau Claire, Wis. (c.d.t. April to September 27).
Hudson, Minn., to Moorhead, Minn. (c.d.t. May 31 to September 8).
Fargo, N. Dak., to Pembina, N. Dak. (c.s.t. year around).
Noyes, Minn. (c.d.t. May 31 to September 8).
Winnipeg, Manitoba (c.d.t. April 26 to October 25).
- (4) Schedule No. 451—Detroit to Duluth :
Detroit to Mackinaw City (e.s.t. year around).
St. Ignace to Birch River (unofficial e.s.t. year around).
Powers, Mich., to Iron Mountain, Mich. (unofficial c.d.t. April 26 to September 27, otherwise c.s.t.).
Spread Eagle to Florence, Wis. (c.d.t. April 26 to September 27).
Crystal Falls to Ironwood, Mich. (unofficial c.d.t. April 26 to September 27).
Hurley, Wis., to Superior, Wis. (c.d.t. April 26 to September 27).
Duluth, Minn. (c.d.t. May 31 to September 8).
- (5) Chicago to Louisville schedules—1964 experience :
Chicago to Earl Park, Ind. (c.d.t. April 26 to October 25, otherwise c.s.t.).
Fowler, Ind. to Frankfort, Ind. (unofficial e.s.t. year around).
Frankfort, Ind., to Edenburg, Ind. (e.s.t. year around).
Columbus to Crothersville, Ind. (unofficial e.s.t. year around).
Austin, Ind., to Louisville, Ky. (e.s.t. year around).

Mr. TRICE. Thank you, sir. Mr. Chairman and members of the committee: My name is R. A. Trice and I'm vice president and traffic manager of Virginia Stage Line, Inc., Charlottesville, Va., a motor common carrier of passengers, operating in interstate commerce under rights conferred by the Interstate Commerce Commission.

I appear before your committee today as spokesman for the National Association of Motor Bus Owners of which my company is a member. This organization, commonly called NAMBO, is the national trade association for intercity bus operations and serves as spokesman for some 1,000 carriers. Its members include the Greyhound, Trailways, and independent carriers who provide approximately three-fourths of such service throughout the United States and a number of Canadian Provinces.

I am also authorized to present the views of the National Trailways Bus System, an association of 45 independent intercity bus carriers, of which my company is also a member. The reason that the bus

industry and its passengers are more seriously affected in terms of expense, inconvenience and confusion, more so than in the case of any other form of transportation, is the simple fact that we haul more passengers than the airlines and railroads combined. We serve more communities and our official bus guide, which came out and was effective yesterday, to pick up the daylight saving time in the 15 States which went on daylight saving time yesterday, lists 370,000 daily departures from various areas and it is about the size of the Washington metropolitan phone directory.

I would like to interpolate at this point to give you some of the problems that this bill will solve. As you know, yesterday was the time that the northeastern tier of States go on daylight time, so we issued a guide. Historically, we add our summer service to the beaches and to the mountain resorts at the time these places open, which in this area, is the weekend before Memorial Day.

Now the State of Virginia, other than the area adjacent to the District of Columbia, goes on daylight saving time by legislation the Sunday after Memorial Day, which this year will be June 6. I notice that the chairman of the Interstate Commerce Committee said Memorial Day, but actually this year it will be June 6, whereas the State of Minnesota, when they adopted their legislation, said the fourth Sunday in May, which this year will be May 23.

Now, Iowa, in an effort to go along with Minnesota, thought they adopted legislation which would put them on the same time as Minnesota and adopted Memorial Day as the change date. You can see the confusion we have, and not only the costs of printing the timetable, but the impossible situation of this period between May 23 and June 6, of actually being able to tell people what time the bus goes.

We have there, within that period of about 2 weeks, we have States going on May 23, on Memorial Day, the Sunday after Memorial Day, which is June 6, and this is the beginning of the bus season. This is one of our busiest weekends of the year and it is an impossible situation. It has an effect on the public as well as the buslines.

Then we get into the same compounded situation again in the fall, when we revert back, where the State of Virginia, as an example, reverts back the Sunday before Labor Day; Minnesota, I believe, the day after Labor Day and the State of West Virginia on the fourth Sunday in September. This creates confusion and additional expense.

You were speaking of what we could save, if this were adopted. It would save us, we believe, four printings of the timetable in a 6-month period between April and October. The bus industry takes no position on daylight saving time. We are in favor of time uniformity. We much prefer the legislation that was introduced when I appeared before this committee previously, but if we couldn't get this, we believe that the legislation that is now pending——

Senator MCGEE. You care less about which time than what time.

Mr. TRICE. Exactly correct, sir.

Senator COTTON. Do you mind if I interrupt you?

Mr. TRICE. Go right ahead.

Senator COTTON. You said under this situation you would have to have four printings of your big book?

Mr. TRICE. Yes, sir; because you see, you have this Memorial Day change and then you have the fourth Sunday in September and nor-

mally, we change our service—in other words, your summer service comes off the last weekend in September. Often, as it happened year before last, we had to get a directive from the attorney general of West Virginia as to when the State of West Virginia actually was going to revert to standard time because of the way the legislation was written.

Senator COTTON. You have to go through all of the process, which takes a lot of man-hours, I image, in your industry of replanning, rescheduling, printing, and distributing; right?

Mr. TRICE. Absolutely, sir.

Senator COTTON. What would this bill save your industry?

Mr. TRICE. We estimate printing costs alone would be in excess of a quarter of a million dollars and based on the fact that the time that is required to physically make these changes is enormous, we come up with a million dollars as a conservative estimate.

Senator McGEE. That doesn't allow for those people that missed the bus?

Mr. TRICE. This, of course, is the crux of our situation, being able to give intelligent information to the traveling public and to gear our services so we can adequately serve the traveling public.

Senator McGEE. I made a speech in Pennsylvania at one time in which I was scheduled to return to Washington at a given time. The time zone happened to change within that 15 miles and they had to advise us of that.

Mr. TRICE. We operate the service from Fredericksburg, Va., to Washington and today it is an hour's running time. We print our times in local time. Today it takes you 2 hours to come from Fredericksburg to Washington and it takes you 1 minute to go from Washington to Fredericksburg, by the way you read our timetable. [Laughter.]

We earnestly request this committee to approve a measure which we think will help, as the chairman so ably said, to at least bring confusion out of chaos. This will put us on the right step and save the industry a lot of problems. We hope you will favorably report it out, sir.

Senator McGEE. Organized confusion, I think, would be a step forward.

Mr. TRICE. Yes, sir; I thank you.

Senator McGEE. Are there any other questions?

Senator COTTON. Thank you.

Senator McGEE. Thank you very much.

The next witness is Mr. Carl V. Lyon, assistant general solicitor, Association of American Railroads, Washington, D.C. If you might, Mr. Lyon, and it is convenient and it will serve your need, proceed about the same way. It will be very helpful.

STATEMENT OF CARL V. LYON, ASSISTANT GENERAL SOLICITOR, ASSOCIATION OF AMERICAN RAILROADS

Mr. LYON. Mr. Chairman, I intend to do that. As a matter of fact, I don't think it will take anything like that much time to cover what I have to say.

Senator McGEE. There are more bus schedules than train schedules, so we shouldn't cast reflection on the competition.

Mr. LYON. Our problems are very similar to those of the buses.

My name is Carl V. Lyon. I am the assistant general solicitor of the Association of American Railroads with offices in Washington, D.C. I would like to file a statement that I have prepared and furnished to the committee and ask that it be included in the record.

Senator McGEE. It will be included in the record as though read in full.

(The statement follows:)

STATEMENT OF CARL V. LYON, ASSISTANT GENERAL SOLICITOR, ASSOCIATION OF AMERICAN RAILROADS, IN SUPPORT OF S. 1404, THE UNIFORM TIME ACT OF 1965

My name is Carl V. Lyon, I am assistant general solicitor of the Association of American Railroads (AAR), with headquarters in Washington, D.C. The Association of American Railroads is a voluntary, nonprofit organization. Its membership comprises railroads that operate 96 percent of the total mileage of all railroads—excluding switching and terminal companies—in the United States and have operating revenues approximating 98 percent of the total operating revenues of all the railroads in the United States.

My appearance here today is for the purpose of expressing the views of the association and its members in support of S. 1404, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

For many years the railroad industry has supported efforts to establish greater uniformity in the observance of time within standard time zones throughout the United States. The Interstate Commerce Commission has repeatedly recommended to the Congress that legislation be enacted to accomplish this purpose. Over the years bills of every conceivable form and type have been introduced in an effort to obtain this result. The railroad industry has consistently approved the principle of uniform time observance within established time zones and has specifically declined to express a preference either for daylight saving time or against it. We adhere to that principle now.

Section 2 of the Standard Time Act of 1918 (15 U.S.C.A. 262) requires that the operations of railroads be governed by standard time. In ever-increasingly large numbers the communities served by the railroads have adopted daylight saving time during a portion of the year. The adoption of daylight saving time in some areas is statewide. In others the option is left with individual communities to adopt the standard of their choice. While the prevailing dates of observance are from the last Sunday in April until the last Sunday in October there are numerous variations both as to commencement dates and expiration dates. All of these practices require adjustments in railroad schedules and methods of operations with consequent inconvenience, confusion, and expense.

S. 1404 would not solve all of these problems. But it would help—particularly in the elimination of some of the unnecessary confusion and inconvenience. It embodies a reasonable and realistic first step in the right direction and hopefully will pave the way for the adoption of greater uniformity in the future.

The adverse impact of existing time practices is felt in inconvenience and frustration to the public, in hardship and perplexity to railroad employees and in general economic waste. It creates problems for managing and conducting freight operations as well as passenger services.

Perhaps the most serious of these difficulties is that which affects the public and the relations of the railroad industry with the public. In today's competitive transportation world, it is of vital importance to maintain a favorable relationship with business patrons. Unquestionably at this time each year and continuing until late fall numbers of travelers become upset and disgruntled at the maze of time disarray which confronts them in dealing with long-distance public transportation agencies. Unfortunately, much of the annoyance and disgruntlement is directed against the carrier and its employee who have no choice but to do their best to make sense out of confusion which is not of their own making and which is beyond their power to change.

Appended to this statement is a copy of pages 16 and 17 excerpted from the June 1964 issue of the Official Guide of the Railways of the United States. These pages attempt to show the list of cities and towns observing daylight saving time during last year and the periods in which such time was in effect. They illustrate the variety of times being observed. Each year it is a challenge

for the railroad employee to familiarize himself with and master the many nuances, inherent in the lack of time uniformity which prevails throughout the country. Challenging as this yearly task is, it is a small matter compared to the burden of unraveling the complexities in an understandable way for the occasional traveler.

Related to this is the major problem of maintaining and operating a sensible scheduling program which will be understandable to the employee and explainable to the patron, and more importantly meet the demands of commerce.

Because parts of the country maintain the same standard of time year-round and other parts change to daylight saving time for various periods of the year, the problem of scheduling trains to meet the needs and demands of the public and of the marketplace becomes most troublesome. This occurs, for example, in providing service from the south to the north. Most States and communities in the southern part of the United States continue to observe standard time. Most States and communities in the northeastern part change over to daylight saving time each year. To meet the needs of the northern communities schedules must be changed. In some cases this has made it impossible or impractical to maintain some important through-train connections entirely. Examples from last summer are the Silver Meteor, which arrives in Washington, D.C., at 6 a.m., eastern standard time, from Miami and intermediate southern points, and the East Coast Champion which arrives at 6:10 a.m., eastern standard time, from similar points. From the last Sunday in October to the last Sunday in April these trains make connections with the Pennsylvania Railroad's Pittsburgh and Buffalo trains which, during the observance of standard time in the East, depart from Washington, D.C., at 7 a.m., eastern standard time. During the summer months, however, the Pittsburgh and Buffalo trains, in order to meet the needs of those communities, depart at 7 a.m., daylight saving time, which is actually 6 a.m., eastern standard time, or about an hour before the Silver Meteor and East Coast Champion arrive in Washington, D.C. A similar problem existed at the St. Louis gateway. Most of the southwestern part of the country observes standard time throughout the year. Trains serving the area reflect that fact and eastbound trains arriving at St. Louis are scheduled on standard time. In order to protect and meet these schedules Pennsylvania eastbound trains Nos. 4 and 30 continue to leave St. Louis on standard time but as a result arrive in New York City 1 hour later than the preferable schedule time.

In terms of economic waste the adoption by the Congress of S. 1404 would accomplish very little insofar as the railroad industry is concerned. Most of the additional and unnecessary costs which accrue to the industry would still have to be met. These costs stem principally from the necessity twice each year of reprinting both employee and public timetables. However, we are satisfied that enactment of S. 1404 would stimulate and hasten the adoption of greater uniformity throughout the country on a much broader scale. It is hoped that this initial step will demonstrate the wisdom of greater uniformity by Federal action in this regard and that greater advances toward a sane time policy will follow shortly thereafter.

When uniform time bills were being considered during the last 2 years, some review was made on the Pennsylvania Railroad to estimate what costs might be saved in the event time uniformity were to become a reality.

On the eastern region of the Pennsylvania Railroad alone it was estimated that the changeover required the revising of 202 schedule pages of the employees timetable and numerous other revisions on 200 additional pages where time is specified in general operating rules. For the revisions incident to the adoption of daylight saving time effective April 26, 1964, the printing bill alone was \$33,784, while labor, in the preparation of the changes, cost \$15,000. These costs, together with distribution expense, approximate \$50,000. There are two other regions on the Pennsylvania that issue similar employee timetables, and for all three regions the cost to the Pennsylvania approximates \$300,000 each year. While adoption of S. 1404 would not eliminate these expenditures the accomplishment of our long-range goal of uniform time observance within established time zones (with respect to which S. 1404 is the first step) would make it possible to revise these employee instructions only once a year, in lieu of twice a year as now required. This would mean a savings of \$150,000 per annum to the Pennsylvania Railroad.

In addition to the \$150,000 savings related to the employee timetable, the ultimate accomplishment of the goal would enable the Pennsylvania Railroad to save approximately \$60,000 annually in the printing and distribution of public

Attachment A

16

LIST OF CITIES AND TOWNS OBSERVING "DAYLIGHT SAVING" TIME

CANADA

As listed below from April 28 to October 25, except as noted.

BRITISH COLUMBIA—Entire Province—From April 26 to October 25.**MANITOBA**—Entire Province—From April 26 to September 13.**NEWFOUNDLAND**—Entire Province—From April 26 to October 25.**PRINCE EDWARD ISLAND**—Entire Province—From April 26 to October 25.

Amherst, N.S.	Danville, Que.	Kentville, N.S.	Niagara-on-the-Lake, Ont.	Renfrew, Ont.	Sudbury, Ont.
Arnprior, Ont.	Dartmouth, N.S.	Kenora, Ont.	Niagara Falls, Ont.	Repentigny, Que.	Sussex, N.B.
Arvida, Que.	Digby, N.S.	Kincardine, Ont.	North Bay, Ont.	Richmond, Que.	Sydney, N.S.
Ashbestos, Que.	Dolbeau, Que.	Kirkland Lake, Ont.		Richmond Hill, Ont.	
Aurora, Ont.	East Angus, Que.	Kitchener, Ont.		Rimouski, Que.	Thetford Mines, Que.
Bathurst, N.B.	Etobicoke, Ont.		Oakville, Ont.		Thorold, Ont.
(April 27 to October 26)			Orangeville, Ont.	Sackville, N.B.	Tillsonburg, Ont.
Benmsville, Ont.	Farnham, Que.	Lacate, Que.	Orillia, Ont.	St. Andrews, N.B.	Timmins, Ont.
Belleville, Ont.	Fergus, Ont.	La Tuque, Que.	Oshawa, Ont.	St. Catharines, Ont.	Toronto, Ont.
Bowmanville, Ont.	Fort Erie, Ont.	Lakefield, Ont.	Ottawa, Ont.		Trenton, Ont.
Brantford, Ont.	Fredericton, N.B.	Leaside, Ont.	Owen Sound, Ont.	St. Hyacinthe, Que.	Trois Rivières, Que.
Brantford, Ont.		Lenoxxville, Que.		St. Jean, Que.	Truro, N.S.
Brockville, Ont.	Galt, Ont.	Levis, Que.	Paris, Ont.	St. Jerome, Que.	
Burlington, Ont.	Goderich, Ont.	Lindsay, Ont.	Pembroke, Ont.	St. John, N.B.	Valleyfield, Que.
	Granby, Que.	Liverpool, N.S.	Penetanguishene, Ont.	St. Raymond, Que.	Victoriaville, Que.
	Grimby, Ont.	London, Ont.			
	Guelp, Ont.		Peterborough, Ont.	St. Thomas, Ont.	Waterloo, Ont.
Campbellford, Ont.	Halifax, N.S.	Markham, Ont.	Pictou, N.S.	Sault Ste. Marie, Ont.	Welland, Ont.
Campbellton, N.B.	Hamilton, Ont.	Midland, Ont.	Port Colborne, Ont.		Whitby, Ont.
(May 17 to October 11)	Hawkesbury, Ont.	Moncton, N.B.		Shawinigan, Que.	Windsor, N.S.
Chatham, Ont.	Hull, Que.	Mont Joli, Que.	Port Hope, Ont.	Sherbrooke, Que.	Woodbridge, Ont.
Coaticook, Que.	Huntsville, Ont.	Montreal, Que.	Prescott, Ont.	Smiths Falls, Ont.	Woodstock, Ont.
Coburg, Ont.		Napanee, Ont.		Smithampton, Ont.	
Cornwall, Ont.	Ingersoll, Ont.	New Castle, N.B.	Quebec, Que.	Stratford, Ont.	
Cowansville, Que.	Joliette, Que.	New Liskeard, Ont.		Streetsville, Ont.	Yarmouth, N.S.
	Jonquiere, Que.				

CALIFORNIA

"Daylight Saving" time observed from April 26 to October 25.

CONNECTICUT

"Daylight Saving" time observed from April 26 to October 25.

DELAWARE

"Daylight Saving" time observed from April 28 to October 25.

DISTRICT OF COLUMBIA

Washington from April 26 to October 25.

ILLINOIS

"Daylight Saving" time observed from April 28 to October 25.

INDIANA

"Daylight Saving" time generally observed throughout the state from April 26 to October 25.

IOWA

"Daylight Saving" time is generally observed in Eastern Iowa from April 26 to various termination dates in August, September and October, some localities will start "Daylight Saving" time in May, some in June. Some cities and towns in Central and Western Iowa will also observe "Daylight Saving" time. It is expected that the State will adopt "Daylight Saving" time on a statutory basis in the near future; further details will appear in succeeding issues of the OFFICIAL GUIDE.

MAINE

"Daylight Saving" time observed from April 26 to October 25.

MARYLAND

"Daylight Saving" time observed from April 26 to October 25.

MASSACHUSETTS

"Daylight Saving" time observed from April 26 to October 25.

MICHIGAN

Dickinson County April 26 to October 25. Ironwood April 26 to September 27.

List of Cities and Towns Observing "DAYLIGHT SAVING" Time—Continued

MINNESOTA

"Daylight Saving" time observed from May 24 to September 8.

MISSOURI

As listed below from April 26 to October 25, except as noted.

Annada (to Sept. 6)	Ewing (May 1 to August 31)	Kahoka (May 17 to September 1)	Louisiana (to Sept. 26)	Peruque	South River (to Sept. 18)
Ashburn (to Sept. 28)	Festus Forstzell	LaBelle (May 17 to September 1)	Monroe City (in Sept. 6)	Reading (to Sept. 28)	Truesdale
Canton (to August 29)	Gilmore	LaBelle (May 17 to September 1)	Moscow (to Sept. 27)	St. Charles	Warrenton
Clarksville (to Sept. 6)	Hannibal (to Sept. 13)	La Grange (to Sept. 27)	O'Fallon	St. Clair	Wayland (May 16 to September 1)
Crystal City	Hawk Point (to October 31)	Lewistown (May 18 to September 1)	Old Monroe	St. Louis, sub- urbs and County of St. Louis.	Wentzville
DeSoto	Hunnewell (to Sept. 6)		Orchard Farm	St. Peters	West Alton
Ellsberry			Pacific	Saveron (to Sept. 13)	Winnfield
Ethlyn			Palmyra (to Sept. 13)		Wright City

MONTANA

Anaconda, Bozeman, Butte and Livingston May 30 to September 8.

NEVADA

"Daylight Saving" time observed from April 26 to October 25.

NEW HAMPSHIRE

"Daylight Saving" time observed from April 26 to October 25.

NEW JERSEY

"Daylight Saving" time observed from April 26 to October 25.

NEW MEXICO

Los Alamos County from April 26 to September 27.

NEW YORK

"Daylight Saving" time observed from April 26 to October 25.

OHIO

As listed below from April 26 to October 25, except as noted. In addition to the points listed below all Cities and Towns on the Erie Lackawanna R.R. will observe "Daylight Saving" time, except cities, Ashland, Gallon, Kenton, Lima, Mansfield, Marion and Ohio City. All Cities and Towns on the Pennsylvania R.R. are on "Daylight Saving" time with the exception of Ada, Bucyrus, Cincinnati, Columbus, Coshocton, Crestline, Dayton, Donnison, Hamilton, Lima, Mansfield, Newark, Newcomerstown, Norwood, Trinway, Upper Sandusky, Ven Wert and Xenia.

Alliance	Cleveland	Lakewood	Orrville	Salcm	Willoughby
Ashtabula	Conneaut	Lorain	Painesville	Scio (to Sept. 27)	Wooster
Bedford	East Palestine	Macedonia	Ravenna	Steubenville	
Canton	Hudson	Massillon	Rocky River	Vermillion	Youngstown

OREGON

"Daylight Saving" time observed from April 26 to October 25.

PENNSYLVANIA

"Daylight Saving" time is generally observed throughout the state from April 26 to October 25.

RHODE ISLAND

"Daylight Saving" time observed from April 26 to October 25.

VERMONT

"Daylight Saving" time observed from April 26 to October 25.

VIRGINIA

Arlington and Fairfax Counties and the Cities of Alexandria and Falls Church observe "Daylight Saving" time from April 26 to October 25.

The remainder of the State of Virginia with the exception of Lee, Wise, Dickenson, Buchanan, Scott, Russell, Smyth and Washington Counties and the Cities of Bristol and Norton observe "Daylight Saving" time beginning on the first Sunday after Memorial Day and ending the Sunday next preceding Labor Day.

WASHINGTON

"Daylight Saving" time observed from April 26 to October 25.

WEST VIRGINIA

"Daylight Saving" time observed from April 26 to September 27.

WISCONSIN

"Daylight Saving" time observed from April 26 to September 27.

schedules. Because of the underlying consideration, work, and activity involved in resolving the complex freight and passenger schedule changes, the total unnecessary outlay was estimated to easily reach \$250,000 per year and could exceed \$2 million per year for the entire railroad industry.

Early in 1962, a survey of problems arising because of the lack of uniform time was conducted of 22 principal class I railroads operating throughout the United States. The results of that survey are summarized in attachment B, hereto, entitled "Statement of Difficulty Being Experienced by Railroads Because of Lack of Uniformity in Time." In short, it demonstrates that the confusion, expense, and inconvenience resulting from lack of time uniformity are general and widespread.

There is no question that substantial confusion and economic waste results from our present time observance laws and practices. As transportation and communication systems are constantly improved, the need for a concomitant improvement in such an ordinary and basic function as time observance will become more necessary rather than less. The proposal embodied in S. 1404 is a minimal and reasonable first step in the right direction. It is respectfully urged in behalf of the members of the Association of American Railroads that S. 1404 be approved by this committee and enacted.

STATEMENT OF DIFFICULTY BEING EXPERIENCED BY RAILROADS BECAUSE OF LACK OF UNIFORMITY IN TIME (BASED UPON EXPERIENCES ON 22 SELECTED RAILROADS)

1. DINING CAR SERVICE

In many cases, the workday of the dining car crew is extended in order to take care of meal periods, resulting in increased dining car labor costs. As an example, passengers arriving Chicago from the west on central standard time traveling east from Chicago on daylight time, might have their meal as much as 2 hours early unless the diner served later than normal to compensate for the time differential. Passengers from the east through Chicago would be served their meal as much as 2 hours late unless the diner was open for service earlier than normal.

2. PASSENGER TRAIN SCHEDULES

At a transfer point such as Chicago, with western railroads operating on standard time, eastern railroads adjust their schedules by delaying departure of their trains to the east in order to maintain through connections. This results in a later arrival at east coast cities, resulting in an inconvenient arrival time for business purposes. Westbound schedules must be advanced 1 hour in the east to maintain connections to the west, resulting in an awkward departure time from east coast cities.

With the west coast observing daylight time and many intermediate points between Chicago-St. Louis observing standard time, the maintenance of normal schedules results in a late arrival and early departure at west coast points. Changes in schedules to compensate for the time change result, in some cases, in inconvenient departures from intermediate key cities.

The change to and from daylight time often results in the necessity for publishing a new timetable for each change in time, and this is multiplied when all areas do not observe daylight time during the same period. This results in increased expenses in publishing timetables for each change.

One railroad reported difficulty has been experienced in complying with requests of the Post Office Department on mail handling on trains operating both in standard and daylight time.

3. FREIGHT TRAIN OPERATIONS

Because of market practices, perishable freight must be delivered or placed for inspection by specific times. Perishables originating in standard time areas and terminating in daylight time areas must be handled from origin to destination in 1 hour less time than normal, or the closing time for billing and diversions and train departure time must be advanced 1 hour to compensate.

Livestock must also be handled to meet market requirements, and the difficulties experienced on perishable traffic are also experienced in the handling of livestock.

Schedules on freight trains must be adjusted to meet local requirements. Difficulty arises when a train originates in a standard time area going into a daylight time area. The scheduling of the train 1 hour earlier is not always the answer as consideration must be given to requirements of local shippers at origin as well as intermediate points, and the departures must be coordinated with schedules from connections for through movements.

4. LABOR

Railroad employees, working on standard time, are not always able to participate in community activities if the community observes daylight time. Employees as well as labor organizations have requested working hours on the basis of community time rather than railroad time. Another complaint involves the confusion and possible error involved when employees live in a community observing one time and such employees must report to work on another time.

5. COMMUNICATIONS

Nearly all railroads reported confusion in communicating with distant on-line points. One railroad reported that during periods of daylight time, the communications between home office and the west end of its property were limited to 3 hours each day. Many other railroads advised of limits of 5 and 6 hours for communications between various sections of their property.

6. SUMMARY

Nearly all roads reported confusion and difficulty in one form or another because of the lack of uniform time. The following items of difficulty were reported:

- (a) General confusion in passenger timetables.
- (b) Lengthened dining car meal service at increased labor costs.
- (c) Difficulty in scheduling passenger trains to accommodate origin, intermediate and destination requirements.
- (d) Extra expense of printing timetables.
- (e) Difficulty in handling mail to meet post office requirements.
- (f) Necessity for rescheduling freight trains to meet delivery times for market on perishables and livestock, also for interline service.
- (g) Operating employees may work on standard time, nonoperating employees on daylight time, resulting in confusion and inconvenience.
- (h) Revision of switching crew schedules to meet requirements of local industry.
- (i) Confusion, particularly train and enginemen, involved in working on standard time and using daylight time at home.
- (j) Reduced communication time between stations on the same property.

Mr. LYON. Specifically, I am here to state the support of the railroad industry for S. 1404. I would like to make it clear that this won't solve all of our problems. There are many that will still be left in the area of uniform time, but this is a significant step in the right direction and it is one that we would like to see taken.

I would like also to comment about the matter of savings in terms of money. Estimates made by a vice president of transportation of the Pennsylvania Railroad last year indicated about a \$2 million saving for the industry as a whole, if a uniform time system would be adopted that would have uniformity within each standard time zone as we now know it.

I have no estimate to give you with respect to how much would be saved if S. 1404 were to be enacted, but it is nothing like the \$2 million that shows up there.

Senator COTTON. Pardon me. It would be fairly substantial though, would it not?

Mr. LYON. I am not certain it would be substantial, Senator Cotton, because over the years we have wrestled with this problem so

long in publishing our schedules, that we have a system devised. This would save us some of the things we now do, but we still would have to go along pretty much with the system we have devised.

Senator COTTON. In other words, from the standpoint of the railroads, you aren't getting any real help? Your passengers might be getting a good deal of help out of this bill to avoid some confusion, but, financially, you aren't getting any real help until you get some kind of uniform time throughout the country?

Mr. LYON. In the \$2 million estimate, there were not included a number of significant items of cost that would be saved here. For example, there was no estimate of time consumed by our officials and various employees in trying to work out a system to avoid the problems that come up. In addition to that, we feel that just our everyday employee in the ticket offices around the country spends an excessive amount of time on this subject which causes him not to be able to spend time on other subjects. These are all intangibles that would be saved. It would certainly contribute measurably to a more efficient transportation system and it certainly would contribute some savings in costs, but I am just not prepared to say how much.

Senator COTTON. Thank you.

Senator MCGEE. I haven't traveled on the railroads, unfortunately, a great deal any more, only because of the time factor, not the time it is, but the time spent, but there used to be a rather common practice with railroad time and then daylight saving time in the stations. Is this changing?

Mr. LYON. This is changing. It varies somewhat throughout the country by the different railroads, but even if S. 1404 were to be enacted, the railroads would still be required by the old Standard Time Act of 1918 to govern their operations by standard time and this, I don't think, can be changed until there is a more widespread change in the observance of time. As long as it is left to local option or as long as one State can do as it pleases, the railroads will have to continue operating on standard time.

But we have started, in recent years, publishing our schedules to indicate the time of arrival and departure and intermediate points not only on standard time on which the train operates, but also to indicate the local time or daylight saving time where it is in effect. That really is the only specific point I wanted to make, to make it clear that the operation of the railroads will still be governed by standard time and that the railroads cannot change over to have their operations governed by S. 1404 unless there is a more widespread change in the kind of uniformity that we now have in this country.

That concludes my statement. Are there any questions?

Senator MCGEE. Are there any questions from members of the committee?

Senator COTTON. Thank you.

Senator MCGEE. Thank you very much, Mr. Lyon.

Mr. LYON. Thank you.

Senator MCGEE. Mr. Hollis M. Seavey, National Association of Broadcasters.

**STATEMENT OF HOLLIS M. SEAVEY, NATIONAL ASSOCIATION OF
BROADCASTERS, WASHINGTON, D.C.**

Mr. SEAVEY. Mr. Chairman, my name is Hollis Seavey. I am employed by the National Association of Broadcasters. I simply would like to introduce for the record a brief letter from our president, Mr. Vincent T. Wasilewski, in support of S. 1404.

I will make this one one comment. At the bottom of the first page of Mr. Wasilewski's letter, he states, "We have been informally advised by the Federal Communications Commission that the language in section 4 of the bill could raise some serious questions with respect to the operating hours of certain AM radio stations. If the committee agrees with the FCC that clarification is desirable, we would have no objection to an appropriate amendment."

I understand that the Commission has submitted a statement which sets forth some of the problems it feels that section 4 does raise and I would simply urge the committee to study that statement and if it feels that a simple proviso in section 4, as proposed by the Commission, were desirable, we would certainly have no objection to it.

I am also advised that the Committee for Time Uniformity feels likewise, that if this clarification is desirable, it would have no objection.

Senator McGEE. The Commission has submitted a clarifying technical amendment on that point, which the committee will consider.

Mr. SEAVEY. Yes, sir.

Senator McGEE. Are there any questions?

Senator COTTON. No; I don't think so.

Senator McGEE. Your letter then will be filed in full. Thank you for your professional judgment, representing a group that is rather vitally concerned with the incongruities of the time system.

Mr. SEAVEY. Thank you, Mr. Chairman.

(The letter follows:)

NATIONAL ASSOCIATION OF BROADCASTERS,
Washington, D.C., April 26, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: The National Association of Broadcasters (NAB) submits herewith for the record its support of Senate bill 1404, designed to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

NAB has participated in all hearings on this subject which this committee has held in recent years. It applauds the committee for again examining the problem and hopes that it can be satisfactorily resolved. It agrees with Senator Cotton that the legislation presently under consideration is a distinct improvement over that which was introduced in the 88th Congress.

NAB endorses the views which are expressed in this hearing on behalf of the Committee for Time Uniformity by its chairman, the Honorable Robert Ramspeck. We believe that this informal group, made up of representatives of industries especially plagued with time problems, has rendered a unique service in focusing attention on this important matter.

As we have indicated in prior submissions to the Commerce Committee, radio and television broadcasters and their audiences encounter great inconvenience when various States and subdivisions switch to and from daylight saving time in a "crazy quilt" pattern.

We have been informally advised by the Federal Communications Commission that the language in section 4 of the bill could raise some serious questions with respect to the operating hours of certain AM radio stations. If the committee agrees with the FCC that clarification is desirable, we would have no objection to an appropriate amendment.

We appreciate the opportunity to submit these comments and earnestly hope that the committee will report this bill favorably as promptly as possible.

Respectfully submitted.

VINCENT T. WASILEWSKI, *President*.

Senator McGEE. Mr. A. B. McMullen, executive director, National Association of State Aviation Officials.

STATEMENT OF A. B. McMULLEN, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS, WASHINGTON, D.C.

Mr. McMULLEN. Mr. Chairman, for the National Association of State Aviation Officials, I wish to commend you and Senator Cotton for sponsoring S. 1404 and to thank the committee for this opportunity to present the association's view with respect to the bill.

During the association's 1962 annual meeting, approximately 3 years ago, NASAO members unanimously adopted a resolution recommending legislation which would assure that all changes from standard to daylight saving time be made on the last Sunday of April, and the return to standard time be made on the last Sunday of October; therefore, the association strongly endorses and recommends adoption of S. 1404, which will go a long way toward solving the daylight saving time problem.

The problem, we believe, would be simplified even more than the proposed legislation will accomplish if the bill limited the choice of adopting daylight saving time to individual States, rather than extending this decisionmaking authority to political subdivisions as well. However, if S. 1404 is enacted as presently drafted, NASAO, as I am sure many other individuals will, will work for the adoption of supplementary legislation by individual States which would require all communities within the State that change to and from daylight saving time, to do so on the dates specified in S. 1404.

It is hoped that with the enactment of S. 1404, Congress will initiate an investigation of the several other uniform time problems that will still remain. These include the 24-hour clock, which is utilized by some governmental agencies, particularly the military, and by some commercial organizations; and the use of Z or Greenwich time, which the U.S. Weather Bureau and some American transportation and communications companies engaged in international operations now utilize.

While no single system of time will completely satisfy the requirements or accommodate the convenience of everyone, a careful study should be made of the advantages that would result from complete abolition of daylight saving time, and permanently advancing the standard time by 1 hour in each time zone throughout the United States. This would eliminate the confusion and expense associated with changing to and from daylight saving time each year, while providing all the advantages afforded by daylight saving time. Adopting the 24-hour clock simultaneously with the 1-hour time advance

would necessitate only one educational and familiarization period in order to acquaint everyone with these two major changes which many persons who have made a careful study of time problems consider desirable.

Senator McGEE. Your full statement will appear in full in the record.

Mr. McMULLEN. Thank you.

(The full statement follows:)

STATEMENT OF A. B. McMULLEN, EXECUTIVE VICE PRESIDENT, NATIONAL
ASSOCIATION OF STATE AVIATION OFFICIALS

My name is A. B. McMullen. I am executive vice president of the National Association of State Aviation Officials. On behalf of the members of NASAO, I wish to commend Senators Cotton and McGee for sponsoring S. 1404, and to thank the committee for the opportunity provided the association to present its views on this bill "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed."

NASAO members are officially responsible for the orderly development of aviation and air transportation in their respective States, and they are keenly aware of the veritable nightmare of time confusion presently caused by the various States and political subdivisions changing to and from daylight saving time each year on different dates, as well as the adverse affect this has on all forms of transportation and communications, business and industry, shippers and individual travelers. This practice not only causes many missed train, plane, and bus connections and disrupted business and social engagements, but unnecessarily costs corporations and individuals millions of dollars annually in administrative, operation, printing, and communication expenses.

During the association's 1962 annual meeting, NASAO members unanimously adopted a resolution recommending legislation which would assure that all changes from standard to daylight saving time be made on the last Sunday of April, and the return to standard time be made on the last Sunday of October; therefore, the association strongly endorses and recommends adoption of S. 1404, which will go a long way toward solving the daylight saving time problem.

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While no single system of time will completely satisfy the requirements or accommodate the convenience of everyone, a careful study should be made of the advantages that would result from complete abolition of daylight saving time, and permanently advancing the standard time by 1 hour in each time zone throughout the United States. This would eliminate the confusion and expense associated with changing to and from daylight saving time each year, while providing all the advantages afforded by daylight saving time. Adopting the 24-hour clock simultaneously with the 1-hour time advance would necessitate only one educational and familiarization period in order to acquaint everyone with these two major changes which many persons who have made a careful study of time problems consider desirable.

Senator McGEE. Are there questions?

Senator COTTON. You interest me on one observation: I don't want to take much time, but you said the bill would be, in your opinion, greatly improved if it provided for States choosing the time rather

than recognizing the right of subdivisions like counties and cities. However, that would not necessarily mean that, say, the State of Virginia adopts daylight saving time for the whole State but for the northern part of the State. If either now or at some future time this legislation were amended so that sections of States could be on different times but they had to be sections of States designated by the whole State and be contiguous, would that serve your purpose?

Mr. McMULLEN. Not quite as well, sir, in my opinion. I would prefer that it be done uniformly within the entire State.

Senator COTTON. In other words, you would want Congress to say to the States: You must determine this on State lines?

Mr. McMULLEN. I'm not recommending it at this time, but I am recommending an educational program within the States, so it will encourage State legislatures to require all communities within the State to adopt uniform time.

Senator McGEE. Senator Dominick.

Senator DOMINICK. Do I also understand, Mr. McMullen, that you are advocating we have permanent year-round daylight saving time?

Mr. McMULLEN. That was one of my suggestions; yes, sir.

Senator DOMINICK. Would this be done by act of Congress?

Mr. McMULLEN. It would have to be; yes, sir.

Senator DOMINICK. In other words, what you are saying is that Congress should preempt the field and not provide any local option to the States?

Mr. McMULLEN. Well, if you adopted a uniform time plan for the entire United States, which you do now on standard time, it would be just changing standard time 1 hour, if you want to put it that way.

Senator McGEE. Equivalent to the action in World War II.

Mr. McMULLEN. That is right.

Senator COTTON. But you would rather have this bill than no bill at all, which is what you would probably get if we tried to do as you suggest.

Mr. McMULLEN. That is right; yes, sir.

Senator McGEE. Thank you very much, Mr. McMullen.

Our next witness is Mr. Tom Frost, member of the Virginia State Legislature in Warrenton, Va. When I came down this morning, I thought your brother was on the loose. It seemed a bit unseasonal.

STATEMENT OF HON. THOMAS N. FROST, VIRGINIA STATE LEGISLATOR

Mr. Frost. I will be short, sir. Mr. Chairman, I have spent a lot of time in trying to get a bill through our Virginia State Legislature for uniform time and we were always unsuccessful, one time by one vote.

We realize we have, I am sure, the most confused State in the Union with time with our nine counties in the southwest who are strictly on standard time and, as the gentleman said, if you could put the whole State on one standard time, it would really take an act of Congress to get the great Southern State of Virginia on one time.

But, I understand your bill will permit them to remain on standard time. I urge and plead with you to report this bill out and pass it at your very earliest convenience. We are really most anxious in Vir-

ginia to have this bill enacted. It is certainly a step in the right direction to having uniform time all over the United States.

I received a letter from the Governor. May I read it? It is just a short letter and I would like to have it included.

Senator McGEE. Yes.

Mr. FROST (reading):

DEAR MR. FROST: I understand you plan to appear before the Senate Commerce Committee in support of S. 1404, which would provide uniform time zones throughout the United States.

Enactment of such legislation, in my judgment, would be in the best interest of the Nation and I trust that the Congress will act favorably during this session. As you know, the Virginia General Assembly has advocated such an approach, and I am confident that the legislation would meet with the approval of the great majority of our citizens.

It is signed "Albertis S. Harrison, Jr." I would like to put that in the record.

Senator McGEE. Yes; the letter from the Governor will appear in the record.

(The letter follows:)

COMMONWEALTH OF VIRGINIA,
GOVERNOR'S OFFICE,
Richmond, April 23, 1965.

HON. THOMAS N. FROST,
Warrenton, Va.

DEAR MR. FROST: I understand you plan to appear before the Senate Commerce Committee in support of S. 1404, which would provide uniform time zones throughout the United States.

Enactment of such legislation, in my judgment, would be in the best interest of the Nation and I trust that the Congress will act favorably during this session. As you know, the Virginia General Assembly has advocated such an approach, and I am confident that the legislation would meet with the approval of the great majority of our citizens.

Sincerely yours,

A. S. HARRISON, Jr.

Mr. FROST. I have nothing else to say, but I do urge the reporting out of this bill.

Senator McGEE. Are there any questions?

Senator CORTON. Virginia, by act of its legislature, starts and finishes daylight time in those sections in which it applies at a different date than those prescribed in this bill; is that correct?

Mr. FROST. Yes, sir. As you said, we go on daylight time Sunday after Memorial Day and continue for a period of 90 days and cut off the Sunday after Labor Day.

Senator CORTON. Would you anticipate that the Legislature of the State of Virginia or the people in Virginia would resent Congress asking that they, without trying to dictate to them what their time should be, if they do have daylight saving time, start the same time as the starting dates in this bill?

Mr. FROST. We are so confused in Virginia, we would really go along with the Congress of the United States on this bill. [Laughter.]

Senator McGEE. Even in the southwestern counties?

Mr. FROST. I don't know about the southwest, but the rest of the State, which is on and off of daylight time, as I say, we will certainly go along with that.

Senator McGEE. You don't think there will be a movement to impeach the Chief Justice and that sort of thing?

Mr. FROST. No, sir; we would be very happy to have a uniform time and one time change instead of the four changes that we now have. Thank you very much.

Senator McGEE. Thank you.

The next witness is Mr. Joseph P. Adams, general counsel and executive director, Association of Local Transport Airlines.

**STATEMENT OF JOSEPH P. ADAMS, GENERAL COUNSEL AND
EXECUTIVE DIRECTOR, ASSOCIATION OF LOCAL TRANSPORT
AIRLINES**

Mr. ADAMS. Chairman McGee, Senator Cotton, Senator Dominick, it is a pleasure to appear here today also 2 years from my last appearance on behalf of the Association of Local Transport Airlines in support of time uniformity legislation.

I regret that I did not have an opportunity to respond to your kind committee's request to prepare a statement as I have been traveling.

Senator McGEE. You say the committee's kind request—we might change our habits here.

Mr. ADAMS. Mr. Chairman, briefly, I would like to point out that in case of the local service airlines, where many of the passenger flights are in the nature of approximately 90 miles, we have a problem that differs from that of the trunk carriers, where their flights are approximately 600 miles, and in our cases, with the complexity of these short-haul flights, especially through the Midwest, we have found that the cost of printing schedules needed, the additional schedules as Counselor Redding has advised you from my statement 2 years ago, runs approximately \$150,000 to \$200,000. But, that is not the most important factor.

As I see it, Mr. Chairman, it is the convenience of the public. The public, during these additional time changes, they miss flights. Our managements have found over the past several years, and in response to this committee's queries in the last 2 years, that the no-shows increased during these times.

An airline ticket, of course, is a very perishable item. Once that door is closed, why it is not like a product on a shelf that you can sell the next day. I mean you have lost that revenue and in the case of the local service carriers, any reduction in their load factors, of course, increases their operating costs. So once again, it is the passenger's convenience. However, that, we do wish to bring to your attention most sincerely.

I would like to say that I feel that this particular legislation should meet with more success possibly than any other of its type that has been proposed and on behalf of the Association of Local Transport Airlines, we urgently request your favorable consideration of the same.

Thank you for your permission to include me in this morning's hearing.

Senator McGEE. Any questions?

Senator COTTON. Thank you.

Senator DOMINICK. Mr. Chairman, I wonder if I could ask just one question. What is the effect of increasing the number of time zones from five to eight?

MR. ADAMS. Well, speaking in relation to this bill, if the dates that the zones went on and off from standard to daylight saving were the same, I don't believe there would be any particular increase in the difficulty.

Senator DOMINICK. I am not talking about that, I don't believe. What I am talking about is the creation of the Atlantic zone, the eastern zone and then the Pacific, Yukon, and Alaska-Hawaii zones or Bering zone. In other words, this is done, as I understand it, under this bill in terms of 15° of longitude. I frankly admit I don't know what the present degrees of longitude are between one zone and another. Are they more than 15; do you know?

MR. ADAMS. No, sir, Senator; I can't answer that.

Senator COTTON. This bill doesn't change the time zones in continental United States. One affects the Maritime Provinces and, as far as we are concerned, they are out in the Atlantic Ocean. The other two are purely to establish zones in Alaska and Hawaii; is that correct?

MR. ADAMS. I will ask Counselor Redding if he can answer that?

MR. REDDING. Senator Dominick, may I summarize it this way. In the present law, there are five standard time zones. Under the proposed law, there would be eight. One of those three additional zones we termed the "Atlantic zone." At the present time, there is no portion of the continental United States which is located within that zone. And we would contemplate that this would probably never occur and before it could occur, of course, the Interstate Commerce Commission would have to take action.

The reason that particular zone was included in this bill, in major part, was the fact that a considerable portion of eastern Canada is in the Atlantic zone and a part of our effort has been pointed toward the hope of bringing Canada to conformity together with the United States in this common problem of time confusion.

The other two new zones are the Yukon zone and the Bering zone. The present Alaska zone would be renamed "Alaska-Hawaii." At the present time, the southeastern corner of Alaska is located in the Pacific zone, that zone which pertains to the west coast of the United States. Under the bill, it would continue to be so located and that portion of Alaska today observes Pacific time and would continue to do so.

Immediately to the northwest is a small sector of Alaska that would be located in the Yukon zone, a very small part of the State. The bulk of Alaska would be located in the Alaska-Hawaii zone and Hawaii, of course, in that zone. Essentially the Aleutian chain would be located in the Bering zone.

The point of all of this is that at the present time, there is in effect four different categories of standard time being observed in Alaska. There are these four zones: Pacific, Yukon, Alaska-Hawaii, and Bering and we are merely, by this bill, providing in the law authorization for the continuation of those zones and the authority of the Interstate Commerce Commission to make changes in their boundaries, if this is ever deemed necessary or desirable.

Does that help explain it, Senator?

Senator DOMINICK. That does. Can I ask one more question then for the record. Do I understand then from your statement that the entire continental United States, with the exception of Alaska, would be in the same time zones that they are now in?

Mr. REDDING. Indeed so.

Senator DOMINICK. Fine; thank you.

Senator COTTON. And as far as Alaska is concerned, you are simply legalizing what they are already doing?

Mr. REDDING. Correct, sir.

Senator MCGEE. Thank you for the explanation, Mr. Redding.

Mr. REDDING. Yes, sir.

Senator MCGEE. The next witness is Mr. Lloyd Brandt, manager, legislative department, Minneapolis Chamber of Commerce.

STATEMENT OF LLOYD BRANDT, MANAGER, LEGISLATIVE DEPARTMENT, MINNEAPOLIS CHAMBER OF COMMERCE

Mr. BRANDT. Mr. Chairman, we are happy to have the opportunity to read a short statement from our organization.

The Minneapolis Chamber of Commerce by resolution of its board of directors, supports S. 1404.

After years of experience in our State legislature, it is our conclusion that a national bill is the only way to bring order out of chaos. This bill has definite limitations, but it is a step in the right direction.

This is the situation in Minnesota. The time statute in Minnesota orders daylight saving time from the fourth Sunday in May to Labor Day. However, communities along the Wisconsin border such as Duluth, Winona, and a host of smaller towns move their clocks forward the last Sunday in April to conform to daylight saving time being observed in Wisconsin. On the fourth Sunday in May, the rest of the State will go on fast time except certain communities along the Dakota border. The same procedure will be followed in the fall—some cities remaining on daylight saving time while the State goes back to central standard time.

As a result of this confusion, for 6 months all Minnesota clocks are the same. During the remaining 6 months various combinations of time can be found in the State depending on what month or day it happens to be.

I don't need to tell you what kind of problems are presented to the transportation companies, radio and television, and others by this confusion. These are isolated industries, however, and if only they were affected, it might be a tolerable situation.

Such is not the case; the efficiency of every major company is affected. We are a grain, finance, and electronics center and for the most part, our community of interest is with the East. The great majority, 80 percent of long-distance telephone calls originated in the Minneapolis area are with the eastern connections. During the period that we are on central standard time and the East is on daylight saving time, our time for telephone contact with the eastern offices is reduced to less than 2 hours per day.

Gentlemen, we are traditionally a conservative organization. We don't usually look too favorably upon Federal solutions to local problems. In this case, however, we feel justified in requesting your intervention in what has heretofore been a local matter. This does involve commerce across State lines and it is a problem that cannot or will not be satisfactorily resolved by the States.

In Minnesota, I am sure that after reapportionment, our problem will be solved as we get heavier dominations from the urban areas and we will go in conformity with the East. But I would call your attention to the fact that there are many other States that are then going to be faced with the same problem that we have had for the last 8 years—in the Dakotas, in Nebraska where there has been rural domination, and as the urban areas are more heavily represented in their legislatures, they are going to start struggling with this problem of if they have daylight saving time, how long, and arriving at some kind of compromise.

So we urge the passage of S. 1404. We think it is a step in the right direction since we are one of the few communities of our size in the country that isn't on the standard 6-months daylight saving time.

Senator McGEE. Are there any questions from members of the committee?

Senator COTTON. You have made a very excellent point, if I understand you correctly, that due to the reapportionment bill, if enacted, will be even more effective in the foreseeable future than it is now in that more States will adopt daylight saving and this will insure their adopting it for the same period of time.

Mr. BRANDT. That is right. Even though our problem in Minnesota, as far as being in conformity with the East, will probably be solved, we would still be struggling with the conformity around our area with other States in the coming years.

Senator COTTON. It is already in the record, but at present, in Minnesota, when does your daylight saving time start and when does it stop?

Mr. BRANDT. It starts on the fourth Sunday in May and ends the Sunday following Labor Day.

Senator COTTON. Thank you, Mr. Chairman.

Senator McGEE. Do you have any questions?

Senator DOMINICK. Thank you.

Senator McGEE. We will insert in the record at this point additional statements regarding S. 1404 that have been submitted to the committee. These include supporting statements from the Farm Bureau, as I mentioned previously, American Mutual Insurance Alliance, American Telephone & Telegraph Co., Pacific American Steamship Association, National League of Cities, National Broadcasting Co. We also have statements in opposition to the bill and, in general, opposition to daylight saving time, which will be inserted as well. Such a statement has been submitted by the national chairman of Citizens for Standard Time.

We will keep the record open until May 3 for the inclusion of additional views and statements. I will submit, as we wind up this phase of the hearings this morning, that it has indeed been a notable committee session, all in one morning. Aside from the step forward in the proposed legislation itself, we have had a U.S. Commissioner say that he doesn't need more money; we have had a spokesman for one of the lobbying groups say he is appearing without pay; we have had a member of a chamber of commerce suggest that they need a little more Federal power to bring some sense out of this, and all of this with the prospect of additional income to the Treasury of the United States.

because of money that will be saved in reprinting of schedules in the transportation lines.

I have been advised to ask if there is anyone else present that has a speech to make? I was afraid to ask that question. [Laughter.]

The committee will stand adjourned.

(Whereupon, at 11:40 o'clock a.m., the hearing was adjourned.)

(The following statements were submitted for inclusion in the record.)

NATIONAL BROADCASTING COMPANY, INC.,
New York, N.Y., April 22, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Commerce Committee,
U.S. Senate, Washington, D.C.

SIR: We are writing to express our views on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, which will be the subject of hearings before the committee on April 26, 1965.

The broadcasting industry is vitally concerned with time uniformity over wide areas, particularly with regard to the effect of such time uniformity on network broadcasts which cover virtually all sections of the country.

In creating a balanced schedule of network programing, an important factor is time of broadcast because the basic audience composition varies with the time of day.

Time of broadcast in the various U.S. communities is also of importance to network advertisers whose commercial messages take audience composition into account. It is of significance to the listening and viewing public who are aggrieved when a network program is broadcast locally at an earlier or later time than the time for which it was designed simply because of local time anomalies.

The independent establishment and changing of local time by individual States and communities have increased the confusion and conflict of time standards. Uncoordinated shifts in such time standards constitute an undue burden on interstate communications, the efficiency of which is impaired by lack of uniform time standards. These erratic changes also generate a large number of complaints from the public because of the upsetting effects on previously established radio and television program schedules and personal viewing and listening habits.

The lack of uniformity among States and communities in the observance of daylight saving time requires the network to expend considerable sums of money for multiple network originations in order to offset in part the effect of such time differentials but, even with these efforts and expenditures, considerable confusion remains which adversely affects the public interest in broadcasting.

We strongly support and urge enactment of S. 1404 as a measure to reduce the conflict in this area now adversely affecting the public interest in broadcasting.

Very truly yours,

DAVID C. ADAMS,
Senior Executive Vice President.

RAILWAY LABOR EXECUTIVES' ASSOCIATION,
Washington, D.C., April 30, 1965.

HON. WARREN G. MAGNUSON,
Chairman Committee on Commerce,
New Senate Office Building, Washington, D.C.

DEAR CHAIRMAN: The Railway Labor Executives' Association, on behalf of the 22 standard railway labor organizations, representing substantially all of the several crafts and classes of railroad employees in the United States, wishes to be recorded in support of the general objectives of the time uniformity bill (S. 1404) now under consideration by your committee.

Railway employees, particularly the many thousands whose duties involve regular travel, look forward to relief from the confusion that exists as a result of the multiplicity of standards and the vary dates for the time changeover set by State and local communities. In addition to the difficulties, and sometimes the hazards, which confront railway employees who observe one time in the home

and one or more time standards on the job, these employees and their employers are deprived of the benefits which would accrue to them from the use of the substantial sums now expended on needless timetable changes occasioned by the lack of a rational time standard.

Recognizing that all interested parties will never be completely satisfied with any proposed solution to a problem of this kind, we nonetheless feel that S. 1404 offers a reasonable answer to the problem.

Very truly yours,

DONALD S. BEATTIE,
Executive Secretary.

BROTHERHOOD OF LOCOMOTIVE FIREMEN & ENGINEMEN,
BELLEVILLE LODGE No. 217,
East St. Louis, Ill., April 20, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate

DEAR MR. CHAIRMAN: This is in reference to the hearing to be held on S. 1404 on April 26, beginning at 10 a.m. The purpose of this bill is to establish uniform time dates for the commencing and ending of daylight saving time where it is observed.

I, and the segment of railroad labor in this area, and I am sure elsewhere in the United States, are strongly opposed to any bill advocating retention of daylight saving time. This bill S. 1404 by trying to establish uniform dates for daylight saving time actually condones the use of such time. I believe such legislation closes the door on more worthwhile standard time bills. I think we should be making more of an effort to get the Nation back on a straight standard time for all business and governmental purposes. A single time with the proper sub-zones would serve the best purpose for the Nation in time of peace and war. The very simplicity of standard time serves the best interest of every segment of life, the farmer as well as the suburban and city dweller.

Therefore, I am in opposition to S. 1404 on account it allows the continuance of daylight time. I urge that Congress provide for establishment of a uniform standard time nationally, without the use of daylight saving time.

I respectfully request this letter be made a part of the hearing and included in the record on the subject of time legislation.

Sincerely,

GILBERT J. BIONDI, *Legislative Representative.*

COLUMBIA BROADCASTING SYSTEM, INC.,
New York, N.Y., April 30, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: CBS respectfully requests this opportunity to make a general statement concerning S. 1404 which relates to the observation of uniform time standards throughout the United States.

The CBS television network regularly provides programs to approximately 200 affiliated television stations, and the CBS radio network to approximately 230 affiliated radio stations. Each network through these stations serves substantially all the people in the United States.

Network service is designed for broadcast by affiliated stations on a basis as nearly simultaneous as possible throughout the country. For a number of reasons, including particularly time zone differentials, simultaneous broadcast by all stations is not always practicable. A program originating in New York at 8 p.m. local time would be seen on a simultaneous broadcast on the Pacific coast at 5 p.m. local time. Since this would be an unsuitable hour for an evening program, such a program is usually rebroadcast on the Pacific coast at 8 p.m. Pacific standard time. Many sports programs and news events, where simultaneous presentation is important, are transmitted for broadcast on a "live" basis only.

During periods when daylight saving time is observed throughout parts of the United States, the television network must have double transmissions of many of its programs, and the radio network must have as many as six trans-

missions, so that the public will not be inconvenienced by the changes in local times of broadcast.

However, some public inconvenience is inevitable because of lack of uniformity of daylight time. Some stations serve an area, some parts of which observe daylight time and some parts of which remain on standard time. Similarly, the daylight time season ends at different dates in the fall. These variations mean that the people in some areas must receive programs at unaccustomed hours.

Nor does it appear that the situation promises to improve. For instance, a bill is now pending in the New York State Legislature that would make daylight saving time effective in that State for 9 months of the year. If such a bill were to be enacted, residents there and in the adjacent States would be inconvenienced in the following manner, during the extended period of daylight saving time:

1. New York State residents: New York residents who receive broadcasts from adjacent States (and this is the case for many near the Vermont, Connecticut, and Pennsylvania borders) would receive their programs 1 hour later than scheduled. The Upstate New York resident, for example, would receive a 9 p.m. broadcast from Vermont at 10 p.m. local time. This situation, of course, could not be corrected by any change in network feed arrangements.

2. Adjacent State residents: Many residents of New Jersey, Connecticut, Massachusetts, Pennsylvania, and Vermont receive programs from New York stations. Their problem is the reverse of the one facing the New York resident receiving the same station. If the station receives the regular network feed, the adjacent State resident receives his programs on time, while the New York resident receives his programs 1 hour too late. If the station receives a separate feed, the New York resident gets his programs on time, but the adjacent State resident gets them an hour too early.

Needless to say, this situation would prevail wherever, in the United States, the signals of a broadcast station serve localities which are not abiding by uniform observance of daylight saving time.

For these reasons CBS supports S. 1404 which would provide for uniform periods of time throughout the United States during which daylight time is observed.

Very truly yours,

LEON R. BROOKS,
Vice President and General Counsel.

STATEMENT OF CARROLL P. BURKS, PRESIDENT, THE AMERICAN SHORT LINE RAILROAD ASSOCIATION CONCERNING S. 1404

My name is Carroll P. Burks. I am president of the American Short Line Railroad Association with offices at 2000 Massachusetts Avenue NW., Washington, D.C., and have served in that capacity since November 1, 1964. Prior to coming with this association I served in various operating supervisory capacities for a number of years, and have a total experience of 35 years in the railroad operating field.

On behalf of the member lines of this association, the majority of which are representative of small business interests in the railroad industry, I appreciate the opportunity of filing this statement with the committee in support of uniform time within standard time zones.

No business activity is more affected by time than is that of conducting transportation. Inasmuch as the starting point and destination of travel and transport is frequently in separate jurisdictions, wherever standards of time differ it is imperative that there be complete understanding between the customer, carrier and its employees as to the standards of time which prevail. In addition, it is highly desirable, to avoid confusion and unnecessary expense, that there be as few standards as possible, that the zones be well defined, and that there be no temporary or permanent tampering with these standards except for good and sufficient cause.

For a number of years, and most recently at the 51st annual meeting of association members in Washington, D.C., on October 7, 1964, the representatives of these members adopted as a desirable legislative objective: "The association favors amendment of the Standard Time Act so as to fully occupy the legislative field with respect to standards of time to be observed throughout the Nation."

This legislative policy of the association has existed for over 17 years and was occasioned by reason of communities not conforming to the prescribed standard time zones, the nonuniformity with which daylight saving time was observed, and the frequent difference in dates at the beginning and ending of daylight saving time periods. All of this resulted in the inability of the railroads to render the best possible public service for which they had been subjected to criticism. These difficulties and problems were impossible of solution by reason of the non-uniformity of the time being observed in two or more areas concerned.

This legislative position has been continued by the association members in view of the continuing nonuniformity of time. The fact that the problem is still with us indicates the need for Federal legislation.

I am acquainted with the statement filed with this committee by Mr. Carl Lyon representing the Association of American Railroads. On behalf of the members lines of the American Short Line Railroad Association, I concur in the statement of Mr. Lyon favoring uniformity of time.

Most member roads of the American Short Line Railroad Association are exclusively freight carriers; however, its members that are passenger-carrying railroads are faced with the same problems with regard to the operation of passenger trains as has often been described by previous railroad witnesses.

While the examples of inconvenience and confusion are more colorful and descriptive as they relate to passenger service, the problems that exist in rail freight operations may in total be more serious due to the much greater proportion of rail operation involved in freight handling.

Many of the short line railroads are faced with a situation at the beginning and end of the daylight saving time period when the changeover in time is not uniform across their territory. For example, they start train operations on daylight saving time and move into an area operating on standard time with the result that their usual schedules are not satisfactory to the customers as the train is arriving at too early an hour. You will readily see how the reverse is the case at certain times and under certain circumstances with the train arriving at too late an hour. Such circumstances lead to complaints from the customers.

To alleviate some of the difficulty, it is sometimes necessary for railroad forces to start certain of their employees to work an hour earlier to coordinate with adjacent communities which have daylight saving time or which start daylight saving time at an earlier or later date. These situations are confusing, often-times inefficient, and though established for the convenience of the customer, frequently result in confusion to the shipper and the receiver.

At the present time it is difficult and expensive to find out the standard time that prevails in any but the larger communities, and much time is wasted in attempting to contact people by telephone to schedule meetings and appointments so as to conform with local custom and still make travel possible without undue waste of time and energy.

On behalf of the 246 member roads of this association, I want to again state our support of uniformity in time, whether it be standard or daylight. It is the hope of this segment of the rail carrier industry that Congress may properly conclude that uniform time is wanted by the majority. We therefore, fully support the enactment of S. 1404.

THE AMERICAN WATERWAYS OPERATORS, INC.,
Washington, D.C., April 27, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: This is in reference to hearings being held before the Senate Commerce Committee on S. 1404, a bill designed to establish a uniform system of time in the United States.

The board of directors of the American Waterways Operators, Inc., has authorized us to advise your committee of the support of our members throughout the United States of a uniform system of time standards and measurement. The present lack of uniformity creates confusion in many instances for our members in their work to provide transportation services in the movement of freight over the inland waterways. Confusion in communications also results.

The confusion is not only aggravating but it is also a costly burden to the transportation industry.

Specifically, this organization desires to be recorded in the hearings as supporting the objectives sought in S. 1404 which was introduced by Senators Norris Cotton and Gale W. McGee.

The American Waterways Operators, Inc., is a nonprofit, membership trade association representing the national interests of the shallow-draft water carriers of the United States as well as shipbuilders, ship repairers, and terminals serving the inland carriers. Our members' operations serve 33 States of the Union and, I am sure, their interest in time uniformity is evident.

We shall appreciate your consideration of this association's support, on behalf of its membership, of the efforts to achieve uniformity in time standards for the United States.

Sincerely yours,

BRAXTON B. CARR, *President.*

THE NATIONAL INDUSTRIAL TRAFFIC LEAGUE,
Washington, D.C., April 23, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The Senate Commerce Committee has scheduled hearings for April 26 on S. 1404, the so-called time uniformity bill. The National Industrial Traffic League on behalf of its membership wishes to support this bill. Similar support was given to S. 1033 in the 88th Congress.

The National Industrial Traffic League is a voluntary organization of shippers and associations of shippers with over 1,600 members throughout the country. The subject of the widespread variations in standard and daylight saving time across the country was considered by the league at its November 1962 annual meeting.

The league supports the efforts being made by the Committee for Time Uniformity—spearheaded by the Transportation Association of America and others—to resolve the problems of widespread variations in standard and daylight saving time across the country, frequent time zone boundary disputes, differing standard-daylight changeover dates, etc., which create bewildering uncertainty and confusion in the minds of the traveling and shipping public.

The league, therefore, urges that S. 1404, or similar legislation, be favorably reported and progressed to final enactment.

Yours very truly,

L. J. DORR, *Executive Secretary.*

ASSOCIATION OF OIL PIPE LINES,
Washington, D.C., April 27, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
Washington, D.C.

DEAR SENATOR MAGNUSON: Reference is made to the hearing held April 26, 1965, by your committee on S. 1404, introduced by Senator Cotton and Senator McGee, which would promote nationwide time uniformity.

The Association of Oil Pipe Lines has authorized me to advise that we support S. 1404. We understand that this bill has the endorsement of the Committee for Time Uniformity and the great number of organizations, including this association, which support the committee's efforts in this area. We believe S. 1404 is highly in the public interest and hope that it will receive favorable consideration by the Senate Commerce Committee.

It is respectfully requested that this letter be made a part of the record on this bill, which we understand will remain open until May 3, 1965 for that purpose.

Sincerely yours,

J. D. DURAND.

AMERICAN TELEPHONE & TELEGRAPH Co.,
New York, N.Y., April 21, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: The American Telephone & Telegraph Co., representing the Bell System, respectfully submits this statement in support of S. 1404 which, we understand, will be the subject of a hearing before the Senate Commerce Committee on April 26, 1965.

Our company takes no position with respect to the desirability of daylight saving time, but we are convinced that uniform changeover dates to and from daylight saving time, which S. 1404 is designed to achieve, will be beneficial to our customers and to the company in the operation of its long-distance communications network.

Some of the principal difficulties experienced by customers and our company because of time confusion are:

1. UNCOMPLETED CALLS—INCONVENIENT CALLS

When making long-distance calls, customers are often confused by the lack of uniformity of daylight saving time changeover dates. Such confusion results in failures to reach the called party in his office or home at the expected time, which can be of serious concern to the calling party. Also, a customer may, because of such confusion, receive calls at inconvenient or undesirable times.

On an ordinary business day, about 16 million long-distance calls are placed by Bell System customers, approximately half of which are handled by an operator—the rest being directly dialed by the customer. Approximately one-fourth of these calls (4 million) are not completed for a number of reasons, such as "Don't answer," "Called party not available," etc. At periods when there are different time changeover dates, a significant number of uncompleted calls can be attributed to time confusion. Such uncompleted calls place an additional and unnecessary burden on the long-distance network.

2. FREQUENT ADJUSTMENTS IN EMPLOYEE SCHEDULING

Operating force schedules are affected by the traffic volumes at particular times of the day. Different start and stop dates of daylight saving time affect customer calling habits and patterns, and precipitate more changes in traffic volumes which require adjustments in employee scheduling to adequately service such traffic.

3. BURDENSOME AND EXPENSIVE WORK PROCEDURES

Because of customer confusion in placing long-distance calls, caused by lack of uniform daylight saving time changeover dates, our operators are required to answer more inquiries from customers on difficulties experienced in attempting to complete calls, and to render such assistance as is necessary.

Notices must be prepared and placed on the switchboard to alert telephone operators to the difficulties generated by time confusion, to indicate particular locations involved and their effective time, and the operators must be trained to handle the novel situations that arise.

In conclusion, it is our opinion that the single most troublesome area to the Bell System, in the matter of time confusion, is the difference in changeover dates to and from daylight saving time. Should all communities following daylight saving time convert on the same date, the confusion and difficulties described above should be substantially reduced. Accordingly, we urge your favorable consideration of S. 1404.

We appreciate this opportunity to submit this statement, and respectfully request that this letter be made a part of the record in the hearing.

Very truly yours,

F. R. ECKLEY.

AMERICAN BROADCASTING Co.,
New York, N.Y., April 27, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
New Senate Office Building,
Washington, D.C.

DEAR MR. MAGNUSON: I have read with interest the proposed legislation, S. 1404, introduced by Senators Cotton and McGee on March 8, 1965, and am advised that this bill is scheduled for hearing.

I should like to take this means of expressing my support of this bill and its purpose of providing a uniform system of time standards and measurements for the United States.

The practical problems in our entire economy from present clock confusion are manifold and have been made known to the Congress over a period of some years. They arise as well in the broadcasting industry.

Further, under current conditions and lack of uniformity, the American Broadcasting Co. is incurring during each daylight savings season added costs of approximately \$1 million for wire lines to put the stations in proper time phase and for the extra personnel, tape and film services, and raw stock required to conduct network operations.

It is respectfully requested that this letter be made a part of the record in the hearing on the bill.

Sincerely yours,

LEONARD H. GOLDENSON.

STATEMENT OF JAMES C. GROSS, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF TRAVEL ORGANIZATIONS

Mr. Chairman and members of the Senate Commerce Committee, my name is James C. Gross. I am executive director of the National Association of Travel Organizations, headquartered at 900 17th Street NW., Washington, D.C. I submit this statement on behalf of the members of this association, which is dedicated to the welfare and advancement of the U.S. travel industry.

Our principal concern is promoting more travel to and within the United States. We not only want more people to travel, but want to make certain they enjoy it, so they will repeat their travel.

Our members are the firms and organizations which provide the information, transportation, accommodations, food service, entertainment, and the many services required by travelers.

National Association of Travel Organizations is spearheading the massive "See the U.S.A." program designed to encourage our citizens to travel in this country. President Johnson has endorsed this program. A copy of the President's letter to the National Association of Travel Organizations is attached.

We are deeply concerned with the matter of time uniformity in the United States both from the interest of the foreign and domestic traveler. The millions of people who travel each year in the United States for varying periods of time for business and pleasure come into personal contact with the confusion created by differences in time observance and the vagaries of the boundaries of time zones, which often do not seem to make good sense.

Travelers in automobiles, who comprise 85 percent of the travel in this country, are just as subject to inconveniences, doubts, and uncertainties concerning what time it is as are the 15 percent of the travelers who move via the public carriers.

Automobile travelers must be constantly alert in order to know when to begin their day, when to end it, when it is time to eat, when the points of interest and attractions they want to visit will open and close, and when to set their watches forward or back.

A mistake can be costly in available traveltime, or in gaining admittance to an attraction or a point of interest, or in meeting any present engagement.

I want to point out that time confusion is a deterring factor to the travel business.

The travel business is one of the great distributors of the wealth produced in the United States, involving more than \$30 billion per year. Most of our States consider the travel business among their top three industries.

The travel industry is one of the largest employers in the United States. Add together the people involved in running hotels and motels, restaurants, transportation companies, rental car firms, gasoline stations, attractions, sightseeing facilities, travel information centers, etc., and this becomes apparent.

Foreign visitors, singly and in groups, are becoming more and more a part of the American scene. They come here to see this great country, of which they have heard so much. We need to enhance their opinion of us. We must not disillusion them.

A little research discloses that time regulation is smoothly handled in most parts of the world, particularly in the areas from which we are currently drawing foreign visitors.

We respectfully urge the enactment of S. 1404.

The National Association of Travel Organizations is a member of the Committee for Time Uniformity and supports its testimony fully.

We need to modernize the Standard Time Act of 1918.

We need enactment of legislation for adoption of time uniformity in the United States.

Thank you for the privilege of submitting this statement.

THE WHITE HOUSE,
Washington, May 8 1964.

It is with a great deal of pleasure that I commend to the people of the United States the "See the U.S.A." program sponsored by the National Association of Travel Organizations.

All Americans should learn more about their country. National Association of Travel Organizations and its members are to be congratulated for launching this drive to encourage our citizens to know and enjoy our great land. It is my hope that the entire travel industry will cooperate in this project, which complements the U.S. Travel Service campaign to attract visitors from abroad. Both programs are important to the economy and to the international relations of our Nation.

All people, our own citizens and those of other lands, who "See the U.S.A." will gain a greater appreciation of our country's attractions and resources and a fuller understanding of our heritage and history.

I wish you every success.

LYNDON B. JOHNSON.

NATIONAL LEAGUE OF CITIES,
Washington, D.C., April 21, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: We understand that S. 1404 by Senators Cotton and McGee, relating to time uniformity, is before the Senate Committee on Commerce and will be the subject of hearings before the full committee beginning next week. The National League of Cities (formerly the American Municipal Association), in action taken by representatives of its 13,000 member municipalities at the 1964 Congress of Cities in Miami Beach, Fla., strongly endorses Federal legislation which will promote and encourage time uniformity throughout the country.

For the purpose of the record on this legislation, the pertinent portion of the league's national municipal policy reads as follows:

"The observance of time throughout the United States has become increasingly confusing since World War II because of widespread variations in standard and daylight saving time, complicated by frequent time zone boundary disputes, differing standard-daylight changeover dates, and an assortment of local options. Such clock confusion prevails extensively at municipal levels, as indicated by the fact that 114 of 220 key cities in the Nation observe daylight saving time while the remaining 106 cities observe standard time. Such factors have combined to create bewildering uncertainty and confusion for the American citizen, as well as great expense and burdens for the transportation, communications, and other industries. The problem of time uniformity was under active consideration in both the U.S. Senate and House of Representatives during the 88th Congress. We favor the establishment of national time uniformity and urge the Congress to enact appropriate legislation for this purpose."

S. 1404 accomplishes many of the goals established by municipal officials from throughout the country. Therefore, we would urge you and the members of the Committee on Commerce to act upon the bill favorably.

Sincerely yours,

PATRICK HEALY, *Executive Director.*

THE WESTERN UNION TELEGRAPH CO.,
Washington, D.C., April 26, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in connection with the current hearings before your committee concerning S. 1404, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time those States and local jurisdictions where it is observed, and for other purposes.

Western Union, by the very nature of its business, is directly interested in anything which may develop concerning the proposed legislation. The element of time plays an important part in our day-to-day telegraph operations. This company has joined other interested groups in supporting the objectives of the Committee for Time Uniformity.

Current operations of this company provide the flexibility necessary to adapt to whatever time may be observed despite any variations that may exist as between communities, States, or regions. However, from the point of view of the telegraph user, particularly the traveling public, the various time differences are very confusing. We, therefore, earnestly support the objectives of the foregoing legislation in the interest of greater efficiency, simplification, and uniformity.

Accordingly, we favor the provisions of S. 1404.

Sincerely,

K. W. HEBERTON.

CITIZENS FOR STANDARD TIME,
Murphysboro, Ill., April 18, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate.

DEAR MR. MAGNUSON: Citizens for Standard Time wish to submit this statement in opposition to the enactment of S. 1404. While this bill will tend to eliminate some of the confusion by establishing the same effective and termination daylight saving time dates for all, it will not resolve the problem. We will still have daylight saving time with us and the semiannual nuisance of setting and resetting timepieces when traveling, confusion in planning, communications, and the mixup of TV and radio programming.

We will still have schoolchildren waiting along roadsides for schoolbuses in early morning fog and darkness, some living far back from bus stops fumbling their way in the darkness to bus stops. Many fatal accidents involving schoolbuses have been attributed to this foolish time. We have more schoolchildren now than ever, and increasing each year, but that is no reason their safety should be ignored.

Officials in big cities have persisted in their use of fast time and in some instances year-round fast time with utter disregard for the millions who objected to it. They have met with officials in other areas to urge use of fast time statewide and are now trying to force the entire Nation to submit to this monstrosity. In several States, cities, and towns where a vast majority voted to remain on standard time, the State legislatures, city, and local authorities enacted laws and ordinances overruling the majority and, in many instances, quietly passed local ordinances for advanced time before the people know what they had done—and this will continue to occur in areas where daylight saving time is not in effect unless standard time is restored the entire year.

The Nation's farmer experiences many hardships during daylight time—his is the basic industry of the Nation providing our economy with the necessary food and fiber for our survival. He experiences many inconveniences marketing

his products, especially perishables, even though they are in the minority is no reason they should be entirely ignored.

The past 12 years, bills have been introduced in the House to amend the Federal Standard Time Act of March 19, 1918, to eliminate the daylight time provision, and to provide that the standard time established thereunder shall be the measure of time for all purposes, being bills to make the Federal Standard Time Act nationally binding and effective for all governmental and business purposes the entire year, against State legislation or local action for daylight saving time, and to restore standard time to the Nation. During these 12 years I have received thousands upon thousands of letters, wires, phone calls, and newspaper clippings from all over the United States, pleading for the restoration of standard time. Also, during these 12 years, thousands upon thousands of signatures and other related material in support of standard time legislation was sent to the chairman of the House Committee on Interstate and Foreign Commerce, authors of these bills, and numerous Congressmen.

My files contain a list of over 1,100 names who have carried petitions. This does not include those from other States; in New Hampshire the number there exceeded my list. I hope the committees and Members of Congress in both Houses will recognize these signatures as citizens instead of mere names.

From the time the Pilgrims landed on the shores of America, December 21, 1620, and up to the present time, 345 years, this country has only lived 35 years (from November 18, 1883 to March 19, 1918) peacefully with the clocks and sun, and without unnecessary confusion and the hardships caused by daylight saving time, plus the waste of millions of dollars each year with needless drain on our economy. Adding all these millions each year for 47 years, you have quite a sizable sum invested that could exceed a billion dollars just for an extra hour of daylight. As one minister stated "it doesn't speak too well for our state of advanced civilization."

At the Senate hearings on April 29 and 30, 1963, and the House hearings on June 18, and August 4, 1964, on time legislation, no mention was made by those testifying to simply return to standard time. It's our contention the thorn (DST) that is causing so much confusion and the annual waste of millions of dollars be eliminated and all States return to standard time for the entire year.

I pray the committee will recognize the need to end this confusion by amending or rewriting S. 1404 to include a provision eliminating the use of daylight saving time and restore our Nation to standard time.

Currently such a bill (H.R. 2424) has been introduced in the House.

H. H. HORNER, *National Chairman.*

ASSOCIATION OF STOCK EXCHANGE FIRMS,
New York, N.Y., April 23, 1965.

Re uniform time legislation.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: As president of the Association of Stock Exchange Firms, a voluntary trade organization for some 600 member firms of the New York Stock Exchange, I urge the enactment of S. 1404. This bill would fix the last Sunday of April and the last Sunday of October as the mandatory starting and ending dates for daylight saving time in States and communities utilizing it. The benefit to be derived from this legislation is of the utmost importance to many American industries including the securities industry.

Our nationwide membership is seriously affected by the local variations in daylight saving time observances. This association is a member of the Committee for Time Uniformity which is composed of a number of national organizations interested in the standardization of time. We have cooperated with this committee toward increasing the uniformity of daylight saving time observances throughout the country.

Not only do we have the present problem of local variations but here in New York State we are facing a possible future problem of an even greater variation. New York Senate Intro. 231 would extend the present daylight saving period to a period beginning February 22 and ending the last Sunday in November. We have vigorously opposed the enactment of this legislation in New York State, but until such time as Congress preempts this field from the whims of State legislators, we will be faced with this continuing effort to vary the observance of daylight saving time.

Our members perform a vital public function in serving over 18 million shareholders throughout the Nation. Rapid and efficient communication is an essential element for operating a nationwide securities market. To provide these shareholders with adequate facilities through which to transact their business, our firms must not only have adequate time in which to perform their function but also some assurance of a system of uniform time observances throughout the Nation.

In conclusion, I respectfully urge this committee to approve the enactment of S. 1404. I know that I am joined not only by other representative organizations of the securities industry but also by a great number of similarly affected national groups in making this request.

Respectfully submitted.

WILLIAM T. KEMBLE, *President.*

CITIZENS FOR STANDARD TIME,
Owatonna, Minn., April 19, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee.

DEAR MR. CHAIRMAN: Any bill introduced which would eliminate daylight saving time and restore standard time as the measure of time for all governmental and business purposes nationally, I sincerely urge you and your committee to support so as to remove all the confusion of the hodgepodge of various times throughout the Nation.

We as farmers go by God's time as cows and chickens don't adjust their habits to the time changes. Daylight saving time makes a farmer's day 2 hours longer each day—1 hour more in the morning and another one in the evening. Those people who have a 40-hour week have more leisure time at the end of the day at the detriment of needed rest of those of us who have to work by sun time.

When people travel across country, the differences of clocks is not only confusing, but costly in loss of working time. It is also costly to transportation companies, radio and television, and others in printing timetables and program schedules trying to keep the public informed correctly. This cost is passed on to the public.

It is commonsense that the time standards of a nation should be a national policy instead of State by State, or city to city decision. The standard time supporters who suffer the exhaustion and hardships should have the protection of national legislation.

When different times are used within a given time zone, it is a never-ending source of confusion. It is not only inconvenient, it is dangerous. Because the U.S. Weather Bureau operates on standard time, then the whole country should be on the time zones as they are at present—four in the continental United States. In case of severe weather information, or a national alert, with various times in separate States, we could be devastated before the time confusion would be untangled by those giving out the information over radio and TV. Our civil defense officials would not be given the information correctly, which could mean a terrible disaster. This one reason alone should be enough for all people to want standard time over the whole United States for the entire year with no daylight saving time at all.

Daylight saving time is causing confusion and added costs, and should be eliminated in order that all States would be returned to standard time in the four present time zones in the continental United States.

We respectfully request this letter be made a part of the hearing and be included in the record on the subject legislation.

Sincerely,

Mrs. HENRY S. KUBAT.

DAYTIME BROADCASTERS ASSOCIATION,
Washington, D.C., April 23, 1965.

Re S. 1404.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The Daytime Broadcasters Association (DBA) respectfully requests this opportunity to submit this statement concerning S. 1404 which relates to the observance of time standards throughout the United States. It is our understanding that S. 1404 is designed to establish uniform dates for commencing and ending daylight saving time in those areas where d.s.t. is observed.

DBA is a national organization representing standard AM broadcast stations which are licensed by the Federal Communications Commission (FCC) to operate from sunrise to sunset. Almost 50 percent of all standard AM broadcast stations fall in this category (1,800).

During the month of October, many daytime stations located in the western part of their time zone would find that they could not start their broadcast day until 9 a.m. d.s.t. because the FCC requires them to observe local sunrise time. (This would be true in Bismarck, N. Dak.)

Our organization has petitioned the FCC on several occasions during the past 10 years to permit daytime broadcast stations to have a standard sign-on of not later than 6 a.m. local time, regardless of when the sun rises. The FCC has had this under more or less serious consideration for the past several years in FCC docket No. 14419. If the FCC would act favorably in this docket it would greatly relieve the pinch daylight saving time places on the daytime broadcast station during the early morning hours in the months of September and October. It would also improve the local community broadcast services of daytime stations during the winter months when daylight saving time is not effective.

Since we have no assurance or indication that the FCC will act favorably or promptly in docket No. 14419, our organization can support S. 1404 only with a suggested amendment that daylight saving time end the last weekend in September rather than the last weekend in October.

This suggested amendment would be helpful to communities served by daytime only stations since it would make it possible for the daytime station to serve its community an apparent hour of additional time in the early morning during October. Local news and weather broadcasts are very vital and important to the people before they depart for their work and before children leave for school. Even though daylight saving time gives an extra hour in the evening, we find the morning hour is much more important to the local areas.

We sincerely hope your committee will give the last weekend in September serious consideration as the date to end daylight saving time uniformly throughout the United States, wherever observed.

Sincerely,

BOARD OF DIRECTORS.

U.S. INDEPENDENT TELEPHONE ASSOCIATION,
Washington, D.C., April 30, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Commerce Committee,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: The board of directors of the U.S. Independent Telephone Association (USITA) at its meeting this month adopted the following legislative policy:

"Time uniformity.—Uniformity of time throughout the United States is highly desirable for telephone subscribers and for telephone toll operations. Establishment of daylight saving on different dates at different locations creates confusion and needless expense. Any legislation which would provide some uniformity in the establishment of daylight saving time will be helpful. The association therefore supports any and all legislation the purpose of which is to promote uniformity of time. If a choice between two pieces of legislation exists the association prefers that legislation which provides the greatest uniformity."

Since your committee has been holding hearings this week on the subject it is hoped you will include our position as part of the record.

The USITA represents the independent (non-Bell) segment of the industry. One-sixth of the Nation's telephones are independently operated. Over one-half the geographical area of the United States is served by independents. One out of four long-distance calls either originates or terminates in independent territory. The States of Alaska and Hawaii and the territory of Puerto Rico are served entirely by independent companies.

We are, therefore, greatly concerned with the uniformity of time in this vast area. With more and more toll calls each year the inconvenience caused by lack of time uniformity is substantial. This inconvenience is not only annoying to our subscribers but results in needless expense.

Last year in a communication to the chairman of the House Interstate and Foreign Commerce Committee we commented upon a number of illustrations of the problems our telephone industry faces because of the lack of time uniformity. These are still applicable today, so we are taking the liberty of repeating them:

(1) The number of long-distance calls handled each day in the United States is approximately 14.2 million. In a year this amounts to between 4 and 5 billion calls. Many of these cross time zones or are between daylight and standard time points in the same zone. With this great volume of telephonic transactions, lack of time uniformity inevitably creates appreciable confusion. There is an increase of "don't answers," and an unnecessary, nonproductive use of circuits and of operator and equipment time.

(2) Many telephone operations for reasons of efficiency and economy are consolidated in larger communities. These centers often serve a number of tributary exchanges. Some companies operating in centers which are on daylight saving time have tributaries which are on standard time. This poses costly problems, as will be seen:

(a) The mechanical timing devices (calculagraphs) are set to the time of the toll-center location. On calls between two different zones the time stamp is incorrect for timing tributary toll calls and for this reason requires the making of an operator notation on the toll ticket to insure against mistakes in charging day calls at night rates or vice versa.

(b) Plant men working out of a toll-center city and doing telephone installation work in a tributary locality require special schedule consideration in order to avoid inconvenience to customers.

(c) Uncertainty is encountered in planning hourly operator requirements and in work scheduling of plant personnel.

(d) Embarrassing and sometimes costly confusion results when a toll center operator, in a town on daylight time, is asked for the time of day by a subscriber served out of a tributary exchange in a town on standard time. The person calling from a tributary wants to know what the time is in his own town. The telephone operator may think he wants to know the time in the toll center where she is located.

(3) Lack of time uniformity stimulates assistance calling and makes the keeping of standard or uniform operator records difficult. The services of two operators, one at each of the two offices involved, are required on this type of assistance call. Such assistance calls utilize toll circuit facilities for which the telephone company derives no revenue.

(4) Preparation of operator records showing time options of communities frequently called, and the training of operators, are burdensome and costly. We estimate this unnecessary expense in our segment of the industry amounts to \$50,000 annually.

(5) A striking example of loss in revenue from lack of time uniformity involves "after 9 p.m." (now after 8 p.m.) calling from Georgia and Florida to the Northeastern United States during the summer months. These two States have elected to stay on standard time. Reduced rate calls after 9 p.m. (again currently after 8 p.m.) reach the Northeastern States after 10 p.m. Since calls placed that late frequently inconvenience the called party there is less telephoning. This means a loss of revenue. To avoid inconvenience an effort is made to place calls immediately after 8 p.m. This results in congestion of telephone facilities, loss of revenue, and inconvenience to the public. The pyramiding of calls at a particular time complicates the work "forcing" or scheduling of operators at the switchboards.

The foregoing bears upon the difficulties of independent telephone companies and their subscribers. Any user of long-distance service can testify to his own inconvenience. Inability to reach a called party because of a difference in time, unnecessary expense of a station-to-station call when the desired party has not reached his office or has left for the day, and receipt of a call at an inconvenient

hour are examples of the irritation and annoyance that stem from the present unsatisfactory situation.

We appreciate the opportunity to submit this statement, and hope that the hearings on S. 1404 will eventuate in corrective legislation.

Sincerely yours,

WILLIAM C. MOTT,
Executive Vice President.

FREIGHT FORWARDERS INSTITUTE,
Washington, D.C., April 28, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Senate Interstate and Foreign Commerce Committee,
Washington, D.C.

DEAR CHAIRMAN MAGNUSON: Your committee has held hearings on S. 1404, proposed legislation to facilitate greater uniformity of time observance.

The members of the Freight Forwarders Institute, at our last regular meeting, approved a policy supporting this bill and we should like to go on record as favoring its enactment. As a common carrier, we come in contact with the same problems faced by other common carriers with varying time standards throughout the United States, and we believe that time uniformity will remove some of these obstacles.

It is our hope that S. 1404 will be enacted into law in this session of Congress. We respectfully request that this letter be made a part of the official records of the hearings.

Sincerely,

R. J. RIDDICK, *Executive Secretary.*

AIR LINE PILOTS ASSOCIATION,
Chicago, Ill., April 26, 1965.

HON. WARREN G. MAGNUSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MAGNUSON: This is to apprise you of the interest of our organization in S. 1404 on which your committee is presently holding hearings.

The Air Line Pilots Association, along with many others in the transportation business, have been concerned about the growing confusion respecting time observance. Lack of uniformity with the resultant crazy quilt pattern which has developed with variance from zone to zone, State to State, and locality to locality has posed serious problems for all forms of transportation and particularly serious ones for airline transportation because of the nature of its operations.

Our organization is both directly and indirectly affected by lack of time uniformity. The problem affects not only the airline operator but also their employees and passengers because of the confusion, inconvenience, and unnecessary expense it causes.

In our opinion, S. 1404 would help clear up some of the nationwide confusion in respect to time observance and be definitely beneficial to the public and the transportation industry which serves it.

We respectfully urge that the Senate Commerce Committee favorably consider and support S. 1404. We request that this letter be accepted as our statement on the time uniformity problem and sincerely appreciate any consideration the committee may give to correction of this serious problem which in our opinion, requires positive action by Congress if it is to be solved.

Sincerely yours,

CHARLES H. RUBY, *President.*

AMERICAN MUTUAL INSURANCE ALLIANCE,
Chicago, Ill., April 22, 1965.

Re S. 1404.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The American Mutual Insurance Alliance would like to take this opportunity to express its interest in the general objectives and purpose of S. 1404.

The alliance is a trade association composed of approximately 110 member companies which operate in the mutual fire and casualty insurance field and write some 50 percent of such business in the United States.

We believe that a more uniform system of time observance throughout the United States and a uniform switchover date to and from standard time would be beneficial to all segments of the economy.

The uniformity that would result from the enactment of this legislation will contribute to greater safety of operation on the highways and in the air and will eliminate much of the confusion which now exists in time schedules throughout the Nation.

Sincerely,

WALLACE M. SMITH.

CITIZENS FOR STANDARD TIME,
Campbell Hill, Ill.

Senator WARREN MAGNUSON,
Senate Committee On Commerce,
Washington, D.C.

DEAR MR. CHAIRMAN: I should like to take this opportunity to oppose S. 1404, a bill to standardize daylight saving time.

After much research we must come to the only logical conclusion that it is daylight saving time which has caused the confusion across the Nation, as well as untold thousands of dollars in additional expenses to many business enterprises which, when it comes right down to it, comes from the pocket of the citizens.

The average citizen has not had a chance to say which time they may wish. Daylight saving time has been foisted on the unorganized majority who have for many years petitioned the Congress to eliminate it. All to no avail. Congress has been negligent in this area of legislation.

The bill before the committee does nothing to help the average citizen in that it allows daylight saving time to spread where it is not wanted. It does nothing to keep the zone boundaries within the 15 degree ranges as intended in the act of March 19, 1918. The boundaries have been stretched completely out of proportion as to original intent. Until the committee takes a realistic look at the first standard time law and does something concrete to relieve the situation I, and the many thousands of citizens for whom I speak, shall remain unalterably opposed to S. 1404 and urge that it not be passed.

Sincerely,

Mrs. RAY THIES.

PACIFIC AMERICAN STEAMSHIP ASSOCIATION,
Washington, D.C., April 22, 1965.

Subject S. 1404.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: It is our understanding that your committee will hold hearings on April 26, 1965, on the bill S. 1404—"To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed."

The Pacific American Steamship Association, a trade association representing the principal west coast steamship operators engaged in both passenger and cargo services, wishes to take this opportunity to record our favorable views on the proposed legislation. It is our belief that a uniformity of time standards will benefit the American transportation industry as a whole through the elimination of confusion on the part of passengers in making connections for transocean voyages, and shippers in the booking of cargo.

Favorable consideration by your committee on legislation to provide uniform time standards will unquestionably benefit the steamship industry. It is respectfully requested that this letter be included in the hearing record on the pending bill.

Sincerely yours,

JOHN N. THURMAN.

AIR TRANSPORT ASSOCIATION,
OFFICE OF THE PRESIDENT,
Washington, D.C., April 23, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce, U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: On behalf of the scheduled certificated air carriers of the United States, the Air Transport Association wishes to comment on S. 1404, the bill now before your committee which relates to the establishment of uniform time standards.

The airlines believe it to be in the public interest for the committee to concern itself with the time situation, in view of the confusing and sometimes costly practices which have evolved since the enactment of the Standard Time Act in 1918. In addition to conveniencing the traveling public and the common carriers who provide transportation throughout the country, we believe that orderly regulations of time, based on clearly defined boundaries and geared to the tempo of the 1960's will benefit the Nation as a whole.

From the airlines' point of view, there are three primary areas of concern: (1) the present lack of uniformity of dates for changing to and from daylight saving time; (2) the need for time uniformity within urban areas comprising major transportation and business hubs; and (3) the necessity for the airlines to continue to apply Greenwich time to air traffic control and, in some cases, within an individual company for operational purposes.

Airline public timetables are published in terms of local time—either daylight saving time or standard time, whichever prevails at the city concerned. This practice was started several years ago to eliminate some of the difficulties and confusion in informing the public which cities observed daylight time and which observed standard time—and it has worked quite well, particularly for flight schedules to and from communities adhering to a standard conversion date. In such cases schedules can be computed and timetables issued at a minimum of expense to the airlines and with a maximum degree of assurance that the public will be correctly informed.

Unfortunately, however, all of the sections of the country observing daylight saving time do not adhere to a uniform conversion date. So, in order to present correct and current information to the public, the airlines are obliged to recompute schedules and reissue timetables each time another community changes over to daylight time, or vice versa. The exact costs attributable to these practices are difficult to compute, since the airlines may use such occasions to make other adjustments to schedules. But there is no doubt that a uniform changeover date would permit a reduction of costs.

Of immediate importance to the public is the fact that there are times when the airlines find it impossible to adjust schedules to accommodate nonuniform time changes without adversely affecting the public in other cities. When such situations arise, the airlines must choose the course which would offer the best service to the maximum number of passengers and, as a consequence, some communities may suffer. However, we believe that it is in the public interest to publish timetables in local times and we see nothing in S. 1404 which would overturn that practice.

With a view toward greater convenience to the public and with an eye on airline economy, we are in favor of any legislation designed to establish a uniform date for time conversion. We believe that S. 1404 will achieve such uniformity. In our view, this bill represents a balancing of the need to consider the requirements and desires of communities affected by time changes and the very pressing need for a uniform conversion date.

Our second point concerns the need for time uniformity within closely associated business and transportation areas. An airport usually serves a large geographical area which may extend across State boundaries. In fact, in some instances, a community airport may be physically located in another State. Washington, D.C. and Cincinnati, Ohio, are good examples. While we have no specific proposal in this regard, we do wish to urge caution in establishing the boundaries of primary zones or subzones so that persons and businesses within a given community of interest will be operating on the same time standard.

Third, the airlines must make use of Greenwich time for air traffic control purposes. As a result, certain internal operational procedures must also be

keyed to Greenwich time. The Federal Aviation Agency has established Greenwich time as the standard for air traffic control. This, of course, was done in the interest of safety—in order that there could be absolutely no question that pilots, dispatchers and traffic controllers were all on a common time basis for flight clearances. We are confident that S. 1404 would leave this undisturbed, but out of caution, we mention our need to use Greenwich time so that our right to do so will be made clear under any legislation that may be adopted.

Certain of our member airlines also apply Greenwich time to internal functions which may involve the safety of life and property in the air. For example, some airlines use Greenwich time as a standard for radio, telephone, or teletypewriter messages in order to eliminate misunderstanding among personnel located in many different time zones. Since these are wholly internal functions and in no way involve the general public, we submit that there is no reason for restricting the practice.

In summary, the airlines support fully S. 1404. We strongly support uniformity in time conversion dates, and urge that any time boundaries take into account the needs of the entire community and not just an entity thereof. In the interests of safety, we request that Congress make clear that no interference with the use of Greenwich time for air traffic control and other operational purposes is intended.

Cordially,

S. G. TIPTON.

AMERICAN FARM BUREAU FEDERATION,
Washington, D.C., April 23, 1965.

Re S. 1404, uniform time.

HON. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: At the most recent annual meeting of the American Farm Bureau Federation the official voting delegates of the member State farm bureaus approved the following policy statement:

"We favor legislation to provide that where daylight saving time is used the period during which it is in effect shall be uniform, provided that the States retain authority to decide whether there shall be daylight saving time within a State or its subdivisions."

It will be appreciated if you will incorporate this letter in the hearing record.

Sincerely yours,

MATT TRIGGS,
Assistant Legislative Director.

NATIONAL ASSOCIATION OF COUNTIES,
Washington, D.C., April 23, 1965.

Subject: S. 1404, time uniformity bill.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR CHAIRMAN MAGNUSON: On behalf of the National Association of Counties, I should like to request that the following section of the American county platform, the official policy statement of the National Association of Counties be included in the committee's record of the hearing held in conjunction with S. 1404. This amendment was adopted by the National Association of Counties at its annual conference, August 1965, and read as follows:

"Time variation. The observance of time throughout the United States has become increasingly confusing since World War II, because of widespread variations in standard and daylight saving time, complicated by frequent time zone boundary disputes, differing standard-daylight changeover dates, and an assortment of local community options. Such factors have combined to create bewildering uncertainty and confusion for the American citizen, as well as great expense and burdens for the transportation, communication, and other industries. The National Association of Counties favors the establishment of national time uniformity and urges the Congress to enact appropriate legislation for this purpose."

Very truly yours,

C. D. WARD, *General Counsel.*

STATEMENT OF R. E. WORSHAM, JR., ON BEHALF OF THE SOUTHERN
TRAFFIC LEAGUE, INC.

My name is R. E. Worsham, Jr., chairman of the Legislative Committee of the Southern Traffic League, Inc. I am supervisor of traffic of the General Electric Co. Medium Transformer Department, with offices at Redmond Circle, Rome, Ga., which is a member of the league.

I submit the following statement on behalf of the league with respect to S. 1404.

The Southern Traffic League, Inc., is a voluntary nonprofit corporation organized and existing under and by virtue of the laws of the State of Georgia. Its membership consists of approximately 150 individuals employed by or representing numerous firms, corporations, commerce or trade organizations engaged in, or dealing with, the movement of commerce through the United States. The league has no carriers in its membership. It represents and expresses the interest of those who actually ship and receive freight.

S. 1404 would establish time uniformity and bring an end to the Nation's now scrambled observance of daylight saving time. The bill would set the fourth Sunday of April and fourth Sunday of October as the dates on which daylight saving time would begin and end each year in those States or localities utilizing it. The measure which would have nothing to do with whether daylight saving time was observed or not is directed instead to fixing the starting and ending dates on a nationwide basis.

The Southern Traffic League, Inc., is dedicated to the development and maintenance of sound conditions in transportation. It is felt that the patchwork observance of daylight saving time in the United States every year adds up to one of the greatest public inconveniences in the country. When the annual clock juggling sets in, the difficulties experienced in business arrangements, travel, and other scheduling result in confusion and added costs.

The Southern Traffic League, Inc., supports S. 1404 as a step in the right direction toward improving this condition.

NATIONAL COUNCIL OF FARMER COOPERATIVES,
Washington, D.C., May 3, 1965.

Re S. 1404, Uniform Time Act of 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The National Council of Farmer Cooperatives continues its support of legislative action designed to bring about greater uniformity in standards for time observance. The council first declared its support in principle for the move toward greater uniformity in time as embodied in S. 1033, introduced by you on March 7, 1963, in the 88th Congress. Likewise, we support the principle as proposed to be applied in S. 1404, cosponsored by Senators Norris Cotton and Gale W. McGee and on which public hearings were recently held before your committee.

We believe there are at least two basic areas in which legislative action is needed in the interest of greater economy in the conduct of transportation and business generally which affect agriculture and all segments of the public. We believe those areas are adequately covered in S. 1404.

Those areas are:

1. The clarification of existing law to give more clearly defined authority to the administrative agency with respect to prescribing time standards and requiring their observance, particularly for purposes of Federal activities and interstate commerce, including communications.

2. While leaving to individual States and communities the decision as to whether they shall observe daylight saving time, provision that such jurisdictions that do observe daylight saving time shall begin and end that observance at the same time each year.

We believe that the confusion as to time standards should be effectively dealt with now to prevent continued adverse effect on the cost and convenience of the conduct of public and private business which in many instances directly affects those serving the agricultural segments of the economy.

We commend you and the other members of your committee for your continued recognition of the problem and the attention you are now giving to it. We respectfully urge appropriate and prompt action to the end that legislation may be enacted at this session.

We shall appreciate your inclusion of this statement of the council's position in the record of hearings on S. 1404.

Sincerely,

L. JAMES HARMANSON, Jr.,
General Counsel.

AMERICAN ASSOCIATION OF MOTOR VEHICLE ADMINISTRATORS,
Washington, D.C., May 4, 1965,

Hon. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
U.S. Senate, Washington, D.C.

MY DEAR MR. CHAIRMAN: Our attention has been called to Senate bill 1404 having to do with time uniformity legislation.

Our association is comprised of State and provincial officials who have responsibility for the administration and enforcement of laws and regulations pertaining to the vehicle and the driver. We are vitally concerned with traffic safety and in this regard we believe that enactment of the proposed bill would do much to reduce the number of traffic accidents occurring at night.

We urge favorable consideration.

Sincerely,

GLENN V. CARMICHAEL, *Executive Director.*

AMALGAMATED TRANSIT UNION,
Washington, D.C., May 5, 1965.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
New Senate Office Building, Washington, D.C.

DEAR CHAIRMAN MAGNUSON: The Amalgamated Transit Union is the dominant union in the local transit and over-the-road industry. Over 100,00 persons are members of the union and employed in the industry.

We are keenly aware of the aggravated problems that flow from the lack of a national policy on time uniformity. We are aware of the confusion caused by the too frequent and otherwise needless schedule changes necessitated by communities going on and off daylight savings time at varying times during the year; we are aware of the confusion of the traveling public, and of business enterprises, created by varying time standards between communities anticipating daylight savings time on varying dates.

We deeply appreciate the need for a national policy dealing with time uniformity, particularly as it is expressed in S. 1404, now before the Senate Commerce Committee. We favor the enactment of S. 1404 and urge a favorable report by the committee.

Respectfully submitted.

JOHN M. ELLIOTT,
International President.

○

UNIFORM TIME

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HEARING BEFORE THE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE HOUSE OF REPRESENTATIVES EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 76

A BILL TO ESTABLISH DAYLIGHT SAVING TIME UNIFORMLY THROUGHOUT THE UNITED STATES TIME ZONES EACH YEAR, TO MAKE SUCH TIME THE ONLY LEGAL TIME DURING THE PERIOD IT IS IN EFFECT, AND TO PROVIDE ADDITIONAL TIME ZONES FOR THE STATES OF ALASKA AND HAWAII

H.R. 1581

A BILL TO ESTABLISH A UNIFORM SYSTEM OF TIME STANDARDS AND MEASUREMENT FOR THE UNITED STATES AND TO REQUIRE THE OBSERVANCE OF SUCH TIME STANDARDS FOR ALL PURPOSES

H.R. 7167

A BILL TO ESTABLISH A UNIFORM SYSTEM OF TIME STANDARDS AND MEASUREMENTS FOR THE UNITED STATES AND TO REQUIRE THE OBSERVANCE OF SUCH TIME STANDARDS FOR ALL PURPOSES

S. 1404

AN ACT TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

H.R. 3385

A BILL TO PROVIDE A UNIFORM PERIOD FOR DAYLIGHT SAVING TIME (AND IDENTICAL BILLS)

H.R. 2424

A BILL TO AMEND THE STANDARD TIME ACT OF MARCH 19, 1918, IN ORDER TO ESTABLISH TWO NEW TIME ZONES AND SO AS TO PROVIDE THAT THE STANDARD TIME ESTABLISHED THEREUNDER SHALL BE THE MEASURE OF TIME FOR ALL PURPOSES (AND IDENTICAL BILLS)

H.R. 6481

A BILL TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES (AND IDENTICAL BILLS)

FEBRUARY 2, 1966

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UNIFORM TIME

WEDNESDAY, FEBRUARY 2, 1966

HOUSE OF REPRESENTATIVES,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The committee met, pursuant to notice, at 10 a.m., in room 2123, Rayburn House Office Building, the Honorable Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

This morning, the committee has before it the long-continuing problem of whether or not the country should have time uniformity. Many persons and organizations in the fields of industry, finance, transportation, and commerce have been concerned with this subject over the years.

Actually, I have found as we have considered this subject in previous Congresses, that it is one which raises definite views in each citizen with whom one talks. Unfortunately, the views from one individual to another have not been compatible. Therefore, this problem has been under debate and consideration for many years. Now, it is hoped that we can reconcile the various views and enact legislation which will work to the benefit of the greatest number. I believe that we can.

The bills before us this morning total 17. Four of these, H.R. 76, H.R. 1581, H.R. 7167, and S. 1404—which passed the Senate in June of the last session—are dissimilar from the remainder in one respect or another. H.R. 3385, H.R. 6134, H.R. 8394, H.R. 9023, H.R. 9066, and H.R. 9152, comprise a group of identical bills. H.R. 2424, 5055 and 10573 are another group. And H.R. 6481, 6785, 7867, and 11743 make a third group of identical bills.

I understand that several of our colleagues who are not on the committee wish to give testimony on this important subject. We will hear from them first; then we will proceed with the Chairman of the Interstate Commerce Commission, the Honorable John W. Bush, and then we will hear from all of the other interested organizations and individuals.

At this point in the record I would like to insert the bills which are pending before the committee and the departmental reports on these bills.

(The material referred to follows:)

[H.R. 76, 89th Cong., 1st sess.]

A BILL To establish daylight saving time uniformly throughout the United States time zones each year, to make such time the only legal time during the period it is in effect, and to provide additional time zones for the States of Alaska and Hawaii

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the Act entitled "An Act to save

daylight and to provide standard time for the United States", approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261-264), is amended by adding at the end thereof the following new sections:

"SEC. 6. (a) During the period commencing at 2 o'clock antemeridian on the last Sunday of April of each year and ending at 2 o'clock antemeridian on the last Sunday of October of each year, the standard time of each zone shall be advanced one hour.

"(b) The standard time of each zone in effect under subsection (a) shall be known and designated as 'daylight saving time' of such zone, and, during the period prescribed by such subsection, shall be the standard time of such zone for all purposes.

"(c) Within the respective zones established under the first section of this Act, the standard time of each zone in effect under subsection (a) of this section shall, during the period prescribed by such subsection, govern—

"(1) the movement of all common carriers in intrastate commerce,

"(2) the time of performance of any act by any officer or department of any State or political subdivision thereof under the laws, ordinances, orders, rules, and regulations of such State or political subdivision, and

"(3) the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person, under any such law, ordinance, order, rule, or regulation.

"(d) No State or political subdivision thereof shall prescribe any time to be observed within such State or such political subdivision, as the case may be, during the period prescribed by subsection (a) which is in conflict with the provisions of this section. Nor shall any State or political subdivision thereof prescribe daylight saving time or any other advanced time to be observed within such State or such political subdivision, as the case may be, during any period other than the period prescribed by subsection (a).

"SEC. 7. (a) If any person fails or refuses to comply with any provision of section 6 of this Act or with any rule, regulation, requirement, or order thereunder, the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such failure or refusal occurs, or in which such person is found, for the enforcement of such provision or of such rule, regulation, requirement, or order. Such court shall have jurisdiction to enforce compliance therewith by injunction or by other process, mandatory or otherwise, restraining such person, or the officers, agents, employees, and representatives of such person, from further failure or refusal to comply with such provision or with such rule, regulation, requirement, or order, and requiring compliance herewith.

"(b) Any person who fails or refuses to comply with any provision of section 6 of this Act or with any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$200 for each such failure or refusal, and, in the case of a continuing failure or refusal, not to exceed \$100 for each additional day during which such failure or refusal continues. All forfeitures provided for in this subsection shall be payable into the Treasury of the United States and shall be recoverable in a civil action by the Interstate Commerce Commission, or its duly authorized agent, brought in the district where such failure or refusal occurs or where such person is found. All process in any such action may be served in the district in which such person resides or in which such person is found.

"(c) Any person who knowingly and willfully violates any provision of section 6 of this Act or any rule, regulation, requirement, or order thereunder shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than \$500 for each violation. Each day of such violation shall constitute a separate offense.

"(d) The Interstate Commerce Commission shall execute and enforce the provisions of section 6 and this section of this Act. Upon the request of the Commission, it shall be the duty of any United States attorney to whom the Commission may apply to institute in the proper court, and to prosecute under the direction of the Attorney General of the United States, all necessary proceedings for the enforcement of the provisions of section 6 of this Act and of the rules, regulations, requirements, or orders thereunder, and for the punishment of all violations thereof. The cost and expenses of any such prosecution shall be paid out of the appropriations for the expenses of the courts of the United States."

(b) The Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight-saving time in the District", approved April 28, 1953, as amended (D.C. Code, sec. 28-2804), is repealed.

SEC. 2. (a) The first and second sentences of the first section of the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (15 U.S.C. 261), are amended to read as follows: "That, for the purpose of establishing the standard time of the United States, including the States of Alaska and Hawaii, the territory of the United States shall be divided into seven zones in the manner provided in this Act. The standard time of the first zone shall be based on the mean astronomical time of the seventy-fifth degree of longitude west from Greenwich; that of the second zone on the ninetieth degree; that of the third zone on the one hundred and fifth degree; that of the fourth zone on the one hundred and twentieth degree; that of the fifth zone on the one hundred and thirty-fifth degree; that of the sixth zone on the one hundred and fiftieth degree; and that of the seventh zone on the one hundred and sixty-fifth degree."

(b) Section 4 of such Act of March 19, 1918 (15 U.S.C. 263), is amended by striking out "and that of the fifth zone shall be known and designated as United States standard Alaska time" and inserting in lieu thereof the following: "that of the fifth zone shall be known and designated as United States standard Yukon time; that of the sixth zone shall be known and designated as United States standard Alaska-Hawaii time; and that of the seventh zone shall be known and designated as United States standard Bering time".

SEC. 3. The first section of this Act shall take effect at 2 o'clock antemeridian on January 1, 1964. Section 2 of this Act shall take effect at 2 o'clock antemeridian on the Sunday following the sixtieth day after the date of the enactment of this Act.

[H.R. 1581, 89th Cong., 1st sess.]

A BILL To establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The Standard Time Act of 1963".

SEC. 2. As used in this Act—

(a) The term "agency" means the agency, commission, or department designated by Congress to administer the provisions of this Act.

(b) The term "person" means any individual, firm, co-partnership, corporation, company, association, or joint-stock association; and includes any trustee, receiver, assignee, or personal representative thereof.

SEC. 3. This Act shall take effect at 2 o'clock antemeridian on the Sunday following the sixtieth day after the date of its enactment.

SEC. 4. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, including the States of Alaska and Hawaii, the territory of the United States shall be divided into eight zones in the manner provided in this Act.

SEC. 5. The general zone system of standard time, under which the local standard time is determined in relation to the mean astronomical time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

SEC. 6. The standard time based on the mean astronomical time of the sixtieth degree of longitude west from Greenwich shall be known and designated as United States Atlantic standard time; that of the seventy-fifth degree as United States eastern standard time; that of the ninetieth degree as United States central standard time; that of the one hundred and fifth degree as United States mountain standard time; that of the one hundred and twentieth degree as United States Pacific standard time; that of the one hundred and thirty-fifth degree as United States Yukon standard time; that of the one hundred and fiftieth degree as United States Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as United States Bering standard time.

SEC. 7. The limits of each zone shall be defined by an order of the agency and may be modified from time to time: *Provided, however,* That determinations heretofore made by the Interstate Commerce Commission and in effect on the effective date of this Act shall continue in effect unless and until modified or

changed by an appropriate order of the agency: *And provided further*, That "daylight saving" or other advanced time may continue to be observed, as it has been observed in the past, until the agency has authorized advanced time zones or for one year after the effective date of the Act, whichever comes first.

SEC. 8. In determining the limits of the several zones the agency shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned: *Provided, however*, That the agency shall not, except as provided in section 9, include in any zone a point or area for which the standard time of the zone would be more than thirty minutes slower or more than one hour faster than local mean astronomical time. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, and shall follow natural or well-known boundaries. No particular section or group shall be entitled to special consideration, but the line shall be drawn where, in the judgment of the agency, it best promotes the safety, convenience, and welfare of the country as a whole.

SEC. 9. Within each zone, the agency is authorized to define the limits of an advanced-time subzone; and in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, each advanced-time subzone, as thus defined shall be transferred to and made a part of the zone immediately to the east, and the legal time of such subzone shall be the standard time of the zone into which it is temporarily so transferred: *Provided, however*, That in determining the limits of any such subzone, the agency shall not in any instance include a point or area for which the standard time of the zone to the east, to which the subzone is temporarily transferred, would be more than one hour and thirty minutes faster than local mean astronomical time: *And provided further*, That so far as practicable and compatible with such advanced standard of time, the other provisions of this Act be observed.

SEC. 10. In defining or modifying the boundaries between the respective zones or subzones, the agency shall have authority to conduct such hearings and investigations as, in its judgment, are necessary or advisable for the effective administration of this Act; and, in conducting such hearings and investigations, the agency shall have authority to require by compulsory process or otherwise the attendance and testimony of witnesses and the production of all books, papers, records, and documents relating to any matter under investigation.

SEC. 11. The agency shall have authority, subject to the provisions of the civil service laws and the Classification Act of 1949, as amended, to appoint such examiners, assistants, and other employees as are necessary in the exercise of its functions under this Act.

SEC. 12. Any person, organization, or body politic may file with the agency a petition seeking the establishment or modification of a boundary of a zone or subzone. After investigation of the merits of the petition, including a public hearing if deemed by the agency to be desirable in the public interest, the agency may deny the petition or may grant such relief as it finds justified in the premises.

SEC. 13. Except as otherwise provided herein or as specifically authorized by the agency hereunder, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency or department of the United States, or of any State or local government, or by any officer, agent, employee, or representative of such agency or department, and shall be observed by all persons subject to the jurisdiction of the United States in all civil and business relations with the public: *Provided, however*, That nothing herein shall prevent the use for scientific purposes of standards of time differing from that of the zone, subject to reasonable regulations prescribed by the agency respecting the use of such information so as to protect the public from confusion and inconvenience. The agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In such instances, the agency shall impose such reasonable conditions as it may deem desirable in the public interest.

SEC. 14. In all statutes, ordinances, orders, rules, and regulations relating to (a) the time of performance of any act by any agency or department of the United States or of any State or local government, or by any officer, agent, employee, or representative of such agency or department; or (b) the time when any right shall mature or terminate; or, (c) the time within which any act shall or shall not be performed, the time specified shall be the standard time of the zone within which the act is to be performed or not performed, or within which the right is to mature or terminate.

SEC. 15. The agency is hereby authorized and required to execute and enforce the provisions of this Act; and, upon the request of the agency, it shall be the duty of any district attorney of the United States to whom the agency may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for the punishment of all violations thereof, and the costs and expenses of such prosecution shall be paid out of the appropriation for the expenses of the courts of the United States.

SEC. 16. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine of not more than \$500. Each day of such violation shall constitute a separate offense.

SEC. 17. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the agency or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation, requirement, or order and enjoining upon him or it obedience thereto.

SEC. 18. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$200 for each such offense, and, in the case of a continuing violation, not to exceed \$100 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the agency, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found. All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 19. Nothing herein shall prevent any State or political subdivision thereof from adopting by statute or local ordinance the standard or standards of time herein provided for the zone or zones (as defined by the orders of the agency) in which such State or subdivision is located, or from enforcing by any lawful means the observance of such standard or standards within such State or subdivision thereof.

SEC. 20. The agency may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones in the form best adapted for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 21. An Act entitled "An Act to save daylight and to provide standard time for the United States" approved March 19, 1918, as amended, an Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921, and all laws and parts of laws in conflict herewith are hereby repealed.

[H.R. 7167, 89th Cong., 1st sess.]

A BILL To establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1965".

SEC. 2. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, the territory of the United States shall be divided into eight time zones in the manner provided in this Act.

SEC. 3. The general zone system of standard time, under which the local standard time is determined in relation to the mean solar time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west

or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

SEC. 4. The standard time based on the mean solar time of the sixtieth degree of longitude west from Greenwich shall be known and designated as Atlantic standard time; that of the seventy-fifth degree as eastern standard time; that of the ninetieth degree as central standard time; that of the one hundred and fifth degree as mountain standard time; that of the one hundred and twentieth degree as Pacific standard time; that of the one hundred and thirty-fifth degree as Yukon standard time; that of the one hundred and fiftieth degree as Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as Bering standard time.

SEC. 5. (a) The boundaries of each zone shall be defined by an order of the Agency designated by Congress to administer the provisions of this Act (hereafter in this Act referred to as the "Agency") and may be modified from time to time.

(b) Determinations of zone boundaries heretofore made by the Interstate Commerce Commission and in effect on the effective date of this Act and zone boundaries prevailing on such date with respect to Alaska and Hawaii shall continue in effect until modified or changed by an order of the Agency.

SEC. 6. (a) In determining the boundaries of the several zones the Agency shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, shall follow natural or well-known boundaries, and shall be placed where, in the judgment of the Agency, they best promote the safety, convenience, and welfare of the country as a whole.

(b) Except as provided in subsection (c) of this section and in section 7, the Agency shall not include in any zone a point or area for which the standard time of the zone would be more than one hour ahead or behind local mean solar time.

(c) The provisions of subsection (b) shall not apply in Alaska or Hawaii, and the western boundary of the zone observing Bering standard time shall extend to the international date line.

SEC. 7. (a) In the case of any zone, or any one contiguous portion of any zone having boundaries determined by the Agency (hereafter in this Act referred to as a "subzone"), the Agency may determine that in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, such zone or subzone, as the case may be, shall be on advanced time and shall be transferred to and made a part of the zone immediately to the east, and the legal time of such zone or subzone shall be the standard time of the zone into which it is temporarily so transferred. The Agency shall not place any zone or subzone on such advance time if it includes a point or area for which the standard time of the zone to the east, to which the zone or subzone is temporarily transferred, would be more than one hour and thirty minutes ahead of local mean solar time for such zone to the east. The boundary of any subzone shall be placed where, in the judgment of the Agency, it best promotes the safety, convenience, and welfare of the country as a whole, taking into consideration the desires of those affected and the appropriateness of the advanced time for the areas concerned. The Agency shall consult with the Governor of any State affected before determining the boundaries of any subzone.

(b) Until such time as a determination of the Agency to place or not to place any zone or any subzone thereof on advanced time as provided in subsection (a) of this section has become final, "daylight saving" or other advanced time may continue to be observed in such zone or in any portion thereof, but only if such "daylight saving" or other advanced time commences at 2 o'clock antemeridian on the last Sunday in April of the year involved and ends at 2 o'clock antemeridian on the last Sunday of October of such year.

SEC. 8. (a) Before determining or changing the boundaries of any zone or subzone, the Agency shall afford interested persons notice and an opportunity for a hearing.

(b) Any person, organization, or State or political subdivision thereof may file with the Agency a petition seeking the establishment or change of the boundaries of a zone or a subzone. The Agency may deny any such petition or grant such relief as it finds justified in the public interest.

SEC. 9. (a) Except as provided in subsection (b) of this section and between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian

on the last Sunday in October in areas to which section 7(b) of this Act applies, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency, and shall be observed by all persons in civil and business relations with the public.

(b) Subject to the prior approval of the Agency and notwithstanding any provision of this Act, any standard of time differing from that of the zone may be used in marine and air navigation, air traffic control and related activities, railroad operations having regard to the convenience of commerce and the junction points and the division points of common carriers engaged in interstate or foreign commerce, the specialized needs of the military services, or for scientific purposes. The Agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In any case in which the Agency permits the use of other than standard time under the provisions of this subsection, it may impose such reasonable conditions as it deems desirable to protect the public from confusion and inconvenience.

SEC. 10. In all laws, statutes, ordinances, orders, rules, and regulations relating to—

(1) the time of performance of any act by any agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency;

(2) the time when any right shall mature or terminate; or

(3) the time when any act shall or shall not be performed;

the time specified shall be the standard time of the zone within which the right is to mature or terminate or the act is to be performed or not performed.

SEC. 11. The Agency is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Agency, it shall be the duty of any United States attorney to whom the Agency may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for punishment of all violations thereof.

SEC. 12. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine of not more than \$250. Each day of such violation shall constitute a separate offense.

SEC. 13. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the Agency or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation, requirement, or order and enjoining upon him or its obedience thereto.

SEC. 14. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$100 for each such offense, and, in the case of a continuing violation, not to exceed \$50 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the Agency, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found. All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 15. Nothing in this Act shall be construed to prevent any State or political subdivision thereof from adopting by statute or local ordinance the standard or standards of time provided under this Act for the zone or zones (as defined by the orders of the Agency) in which such State or subdivision is located, or from enforcing by any lawful means the observance of such standard or standards within such State or subdivision thereof.

SEC. 16. The Agency may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones for public information and use, and such authorized publications shall, without further proof or authen-

tication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 17. As used in this Act, the term "State" includes the District of Columbia and the Commonwealth of Puerto Rico.

SEC. 18. (a) Effective as of 2 o'clock antemeridian January 1, 1966, the following Acts are repealed:

(1) The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (15 U.S.C. 261-264, inclusive).

(2) The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

(b) Effective as of the time that a determination of the Commission that the eastern standard time zone or a subzone thereof shall be on advanced time pursuant to section 8(a) of this Act becomes final, the Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight saving time in the District", approved April 28, 1953 (D.C. Code, sec. 28-2804), is repealed.

SEC. 19. Except as provided in section 18(b), this Act shall take effect at 2 o'clock antemeridian on January 1, 1966.

[S. 1404, 89th Cong., 1st sess.]

AN ACT To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1965."

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918 (40 Stat. 450), and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921 (41 Stat. 1446). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified herein.

SEC. 4. The second sentence of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended by striking out "be the United States standard time of the zone" and insert in lieu thereof a comma and "insofar as practicable, be the prevailing established time (including daylight saving time where established) of the area".

SEC. 5. (a) The first section of the Act entitled "An Act to save daylight and to provide standard time for the United States" approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich: that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an

order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as 'Atlantic standard time'; that of the second zone shall be known and designated as 'Eastern standard time'; that of the third zone shall be known and designated as 'Central standard time'; that of the fourth zone shall be known and designated as 'Mountain standard time'; that of the fifth zone shall be known and designated as 'Pacific standard time'; that of the sixth zone shall be known and designated as 'Yukon standard time'; that of the seventh zone shall be known and designated as 'Alaska-Hawaii standard time'; and that of the eighth zone shall be known and designated as 'Bering standard time.'"

SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918, as amended, and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921.

SEC. 7. This Act shall take effect January 1, 1966.

Passed the Senate June 3, 1965.

Attest:

FELTON M. JOHNSTON,
Secretary.

[H.R. 3385, 89th Cong., 1st sess.]

A BILL To provide a uniform period for daylight saving time

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261-264), is amended by adding at the end thereof the following new section:

"SEC. 6. Whenever the standard time in any time zone, or any part thereof, is advanced one hour by any State or a political subdivision of any State, such advanced time, generally known as daylight saving time, shall commence at 2 o'clock antemeridan on the last Sunday in April of each year and shall end at 2 o'clock antemeridan on the last Sunday in October of each year."

[H.R. 2424, 89th Cong., 1st sess.]

A BILL To amend the Standard Time Act of March 19, 1918, in order to establish two new time zones and so as to provide that the standard time established thereunder shall be the measure of time for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the first section of the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (15 U.S.C. 261), is amended by striking out "and that of the fifth zone, which shall include only Alaska, on the one hundred and fiftieth degree" and inserting in lieu thereof the following: "that of the fifth zone on the one hundred and thirty-fifth degree; that of the sixth zone on the one hundred and fiftieth degree; and that of the seventh zone on the one hundred and sixty-fifth degree".

SEC. 2. The first sentence of section 2 of such Act of March 19, 1918, as amended (15 U.S.C. 262), is hereby amended to read as follows: "Within the respective zones established under the authority of this Act the standard time of each zone shall be the measure of time for all purposes".

SEC. 3. Section 4 of such Act of March 19, 1918, as amended (15 U.S.C. 263), is amended by striking out "and that of the fifth zone shall be known and designated as United States Standard Alaska Time" and inserting in lieu thereof the following: "that of the fifth zone shall be known and designated as United States Standard Yukon Time; that of the sixth zone shall be known and designated as

United States Standard Alaska-Hawaii Time; and that of the seventh zone shall be known and designated as United States Standard Bering Time”.

SEC. 4. Such Act of March 19, 1918, as amended, is further amended by redesignating section 5 thereof as section 6 and by inserting immediately after section 4 thereof the following new section:

“SEC. 5. (a) It shall be unlawful for any place of business or commercial enterprise to use, maintain, or display any standard of time for any zone established under the authority of this Act other than the standard time established by this Act for such zone. Any individual, corporation, partnership, or association willfully violating the provisions of this subsection shall be deemed guilty of a misdemeanor and shall be punished by a fine of not more than \$100.

“(b) It shall be unlawful for any officer, agent, or employee of the United States or any State or political subdivision thereof to use, maintain, or display in connection with his official duties as such an employee any standard of time for any zone established under the authority of this Act other than the standard time established by this Act for such zone. Any such officer, agent, or employee willfully violating the provisions of this subsection shall be deemed guilty of a misdemeanor and shall be punished by a fine of not more than \$100.”

SEC. 5. This Act shall take effect on July 1, 1965.

[H.R. 6481, 89th Cong., 1st sess.]

A BILL To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the “Uniform Time Act of 1965.”

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled “An Act to save daylight and to provide standard time for the United States”, approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-263), and the Act entitled “An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone”, approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or change-over dates different from those specified in this section.

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

SEC. 4. Notwithstanding the provisions of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time consistent with the provisions of section 3 of this Act, in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that such time during such period shall be said daylight saving time, and such time shall be the exclusive time within such State or political subdivision or the District of Columbia, as the case may be, for the transaction of all public business by any department, agency, or court of the United States, or by any

officer, agent, employee, or representative of any such department, agency, or court.

SEC. 5. (a) The first section of the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended, and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921.

SEC. 7. This Act shall take effect January 1, 1966.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your notice of January 24, 1966, concerning hearings to begin on February 1, 1966, on H.R. 6785, H.R. 6481, H.R. 1581, H.R. 76, H.R. 2424, H.R. 3385, H.R. 5055, H.R. 6134, H.R. 7167, H.R. 7867, H.R. 8394, H.R. 9023, H.R. 9066, H.R. 9152, H.R. 10573, and H.R. 11743, bills under various titles, which would seek to establish greater uniformity in the system of time standards.

This problem has been under consideration by the Congress for several years. As you know, there are two principal causes of confusion. First, many jurisdictions make independent decisions on whether to adopt daylight saving time or remain on standard time during the summer months. In consequence a patchwork of different times may be found in contiguous areas in many part of the country. Second, States and local governments can and do select different dates for beginning and ending the use of daylight saving time. In some places daylight time is in force for 6 months, in other places for shorter periods. During the last session, the Senate passed S. 1404, a bill substantially similar to H.R. 6785 and H.R. 6481. These bills would (1) declare it to be the policy of the United States to promote the adoption and observance of uniform time within the standard time zones; (2) provide that daylight saving time, if

adopted, shall begin on the last Sunday in April and end on the last Sunday in October; and (3) increase the number of time zones from five to eight.

Adoption of any one of these bills would eliminate one of the sources of present confusion and for this reason we favor enactment of legislation such as H.R. 6785. We believe that effort should continue, through legislation if necessary, to obtain greater uniformity of time observance within the standard time zones.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
Washington, D.C., April 29, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

MY DEAR MR. CHAIRMAN: Your requests for comment on H.R. 76, H.R. 1581, H.R. 2424, H.R. 5055, H.R. 6134, H.R. 6481, and H.R. 7167, related bills to establish a uniform time system for the United States and for other purposes, have been assigned to this Department by the Secretary of Defense for the preparation of a report thereon expressing the views of the Department of Defense.

H.R. 76, H.R. 6134, H.R. 6481, and H.R. 7167 would establish a uniform date for the commencement of daylight saving time throughout the country. H.R. 2424 and H.R. 5055 would eliminate the use of any time but standard time throughout the country. H.R. 1581 would eliminate the use of the term "daylight saving time," but would permit the assignment of areas desiring it to the next time zone eastward, so their standard time would be the time of that zone.

H.R. 76, H.R. 2424, and H.R. 5055 would establish seven time zones in the United States: eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering, commencing at longitude 75° W., working westward in increments of 15 degrees. H.R. 1581, H.R. 6481, and H.R. 7167 would establish eight time zones in the United States: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering, commencing at longitude 60° W. and working westward in increments of 15 degrees.

H.R. 1581 and H.R. 7167 would place the power of definition of time zones and enforcement proceedings in the hands of an agency to be designated by Congress. The remaining bills would leave these powers with the Interstate Commerce Commission, where it presently resides.

H.R. 76, H.R. 1581, and H.R. 7167 provide for enforcement through a Federal district court injunction, civil action against persons who fail or refuse to comply, and criminal action against persons who willingly and knowingly violate the provisions of the bill. H.R. 2424 and H.R. 5055 provide for criminal sanctions against government officials or private individuals who violate the bill.

The Department of the Navy, on behalf of the Department of Defense, supports enactment of legislation to provide for a uniform system of time for the United States. No preference, however, is expressed as to the many bills pending before the 89th Congress.

Should H.R. 76 be the bill considered, it is recommended that the effective date, page 6, line 11, be changed to read "January 1, 1966." Should H.R. 1581 be the bill considered, it is recommended the title of the act, page 1, lines 3 to 4, be changed to read, "The Standard Time Act of 1965."

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that from the standpoint of the administration's program there is no objection to the presentation of this report for the consideration of the committee.

Sincerely yours,

C. R. KEAR, Jr.,
*Captain, U.S. Navy, Acting Chief of Legislative Affairs,
(For the Secretary of the Navy).*

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., August 11, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in further reply to your requests for the views of this Department concerning H.R. 76, H.R. 1581, H.R. 2424, H.R. 3385, H.R. 5055, H.R. 6134, H.R. 6481, and H.R. 7167, all of which relate to establishing time zones and standard time for the United States. The bills, except for H.R. 2424 and H.R. 5055, also make provision for daylight saving or advanced time.

This Department has reviewed the above-mentioned bills and also S. 1404, a related measure which has passed the Senate and is now pending before your committee. We prefer the provisions of S. 1404 as passed by the Senate.

S. 1404, if enacted, would be known as the Uniform Time Act of 1965.

Section 2 states the policy of the United States to promote the adoption and observance of uniform time. The Interstate Commerce Commission, which is designated as the agency to administer and enforce the act, is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone.

Section 3(a) would require that if daylight saving time is adopted by a State or political subdivision thereof it shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. Section 3(b) would supersede State and local law establishing different changeover dates.

Section 4 would amend existing law relating to the legal effect of time zone designation (15 U.S.C. 262) to provide that a time specified in a statute, order, rule, or regulation affecting Federal activity shall be understood to be, insofar as practicable, the federally established standard time, or the daylight saving time where established, for the area in question.

Section 5 of the bill would amend the Standard Time Act of 1918 to enlarge from five to eight the number of time zones established under the law. A new easternmost time zone based upon the mean solar time of the 60th degree of longitude west from Greenwich, to be known as Atlantic standard time, would be established. The present Alaska standard time zone would be redesignated Alaska-Hawaii standard time and two additional zones to be known as Yukon standard time and Bering standard time would be established.

Section 6 would make the Administrative Procedure Act applicable to proceedings under the act and to proceedings under the Standard Time Act of 1918.

The Department of Commerce recommends enactment of S. 1404.

There are two basic causes of the present confusion over time in the United States. The first is that a great number of political units make separate decisions on whether to adopt daylight savings time or remain on standard time during the summer months. In some cases the final decision is made by the State, in others by the locality. The result in many areas of the country is a patchwork of small areas using different time standards. The second cause of confusion is that States and political subdivisions select different dates for starting and stopping the use of daylight saving time. Some areas adopt daylight saving time for 6 months, others for 3 months, others for differing periods in between.

S. 1404 is aimed at correcting one of these two existing sources of confusion, namely, variations in the time of adoption and termination of daylight saving time. In those jurisdictions where daylight saving time is adopted its duration would be fixed by law. The bill does not make an attempt, however, to encourage greater uniformity in selecting standard or daylight saving time within a State or among a group of States.

Although we believe that greater regional uniformity in the selection of standard or daylight saving time would be valuable for facilitating interstate commerce and should be an early objective, we believe that S. 1404 would make a valuable contribution by standardizing the period during which daylight saving time would be in effect.

The other principal feature of the bill, the establishment of three new time zones, would give appropriate recognition to the position of our two newest States, Alaska and Hawaii, in our time zone nomenclature. It would also provide a convenient method of designation of the off-shore time of our eastern seaboard.

In our report to the Senate on S. 1404, we referred to certain ambiguities in the bill and to certain technical difficulties which the bill could cause if enacted.

The Senate Commerce Committee recommended amendments to S. 1404 which were adopted by the Senate. We believe that those amendments have removed the ambiguities and technical difficulties to which we earlier referred. The Department of Commerce strongly supports S. 1404 and recommends favorable action thereon.

We have been advised by the Bureau of the Budget that there would be no objection to the submission of our report from the standpoint of the administration's program.

Sincerely,

JAMES L. PARRIS,
Acting General Counsel.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,
Washington, D.C., February 3, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMANS This is in response to your invitation to make our views known on H.R. 1581 and a number of other bills concerned with the establishment of a more uniform system of time and a standard of time measurement within the United States. The principal and most significant difference in the bills appears to be that H.R. 1581, among others, would establish a uniform national system of time standards in the United States, while H.R. 6785, among others, would establish uniform dates throughout the United States for those State and local jurisdictions choosing to observe daylight saving time.

The existing Standard Time Act, enacted in 1918, is devoid of enforcement procedure, and the deficiencies of the act in general undoubtedly have contributed to the prevailing lack of uniformity of time observance across the Nation. In 1965, there were 36 States which observed daylight-saving time. Of the 36 which observed it, 18 did so on the basis of local option, and only 16 of them observed the same switchover dates for going on and off daylight time.

Under such unsystematic procedures, with State and local governments acting independently, great confusion prevails with regard to time standards. In fact, there does not appear to be any single agency or other central source of information available today that can with certainty provide information as to precisely what time prevails on a given date on a community-to-community basis.

The major justification for Federal legislation establishing uniform practice throughout the country is that the present situation causes great confusion and unnecessary and wasteful practices in many areas of our economy. The most extreme problems are in the transportation industries where the railroads and busline estimate that the present nonuniformity in the adoption of daylight saving time costs them annually \$1,250,000 in the mere printing of schedules, not to mention the man-hours that go into actual revision of schedules. Similar problems are cited in the communications industries. It is a matter of concern to Federal, State, and local governments generally. It obviously has potentially significant implications for military preparedness and civil defense.

Because of the intergovernmental implications of the time uniformity question, our Commission specifically considered this matter at its January 1964 meeting. A current list of members is enclosed. In brief, the Commission considered these alternatives: (a) the status quo; (b) Federal legislation requiring uniformity of practice within a State; and (c) Federal legislation mandating uniform practice throughout the country. The Commission, without dissent, favored the third course.

Consequently, the Commission strongly recommends that the Congress take action to establish national time uniformity, so that the present costly and often confusing disparities in governmental policies in promulgating daylight saving time may be eliminated. We believe that H.R. 1581 best accomplishes this objective.

Major progress toward uniform practice throughout the country would also be achieved by H.R. 6785, S. 1404 as proposed in the Senate, and related bills. If such legislation were adopted by the Congress, the Commission would urge enactment by the States of a uniform time law. Such legislation is already contained in our Commission's 1966 State legislative program. It is designed to achieve intrastate uniformity, wherein either the entire State would remain on standard time or would go to daylight saving time on a statewide basis with the

beginning and ending dates coinciding with those specified in the Federal legislation now being considered by your committee. A copy of the Commission's proposed model State legislation is enclosed.

Sincerely yours,

WM. G. COLMAN,
Executive Director.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS, JANUARY 1966

Frank Bane, Chairman.

Thomas H. Eliot, Vice Chairman.

William O. Beach, county judge, Montgomery County, Tenn.

Neal S. Blaisdell, mayor, Honolulu, Hawaii.

Edward Connor, supervisor, Wayne County, Mich.

Marion Crank, House of Representatives, Arkansas.

John Dempsey, Governor of Connecticut.

C. George DeStefano, member of the State Senate, Rhode Island.

Florence P. Dwyer, Mrs., Member of the House of Representatives.

Sam J. Ervin, Jr., Member of the Senate.

L. H. Fountain, Member of the House of Representatives.

Henry H. Fowler, Secretary of the Treasury.

Orville L. Freeman, Secretary of Agriculture.

Herman Goldner, mayor, St. Petersburg, Fla.

Eugene J. Keogh, Member of the House of Representatives.

Richard Lee, mayor, New Haven, Conn.

Karl E. Mundt, Member of the Senate.

Edmund S. Muskie, Member of the Senate.

Arthur Naftalin, mayor, Minneapolis, Minn.

Nelson A. Rockefeller, Governor of New York.

Carl E. Sanders, Governor of Georgia.

Robert E. Smylie, Governor of Idaho.

Adelaide Walters, Mrs., citizen member, Chapel Hill, N.C.

Robert C. Weaver, Secretary, Department of Housing and Urban Development.

Charles R. Weiner, member of the State Senate, Pennsylvania.

Barbara A. Wilcox, Mrs., county commissioner, Washington County, Oreg.

Wm. G. Colman, Executive Director.

UNIFORM TIME LAW¹

The variation in the use of daylight saving time throughout the country has caused significant problems. These problems are particularly acute for industrial and commercial concerns engaged in transportation and communication but involve many others, particularly when individual communities exercise local option in deciding whether or not to go on daylight saving time. The problem exists because of the variation within the standard time zones both in the decisions by States and their subdivisions to use daylight saving time and in the decisions regarding the time to commence and end daylight saving time.

During 1965 36 States have some provision for the observance of daylight saving time, but in only 18 does it apply throughout the State. In the other 18 States, a form of local option or limited authorization by the State legislature provides the means for adoption of daylight saving time. Furthermore, daylight saving time begins and ends at different times in different jurisdictions. Sixteen States, all but one of which are among the 18 States in which daylight saving time applies throughout the State, have a uniform period for its use which begins the last Sunday of April and ends the last Sunday in October. Daylight saving time in the other 20 States, whether on a statewide or local option basis, begins and ends at various times during the calendar year. In only three areas do contiguous States uniformly observe daylight saving time on a statewide basis. These are: (1) California and Nevada; (2) Illinois and Wisconsin; and (3) a group of 10 Northeastern States comprised of Maine, Vermont, New Hampshire, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Delaware, and Pennsylvania. Variations can become so complex that in one State with local option there were 23 different combinations of starting and stopping dates for daylight saving time in 1964.

¹ Included in the Council of State Governments' Suggested State Legislation.

It should also be noted that two States currently observe daylight saving time "in reverse," i.e., they are located in the central standard time zone but portions of the two States (North Dakota and Texas) observe mountain standard time.

Various solutions to the problem of time confusion in the United States have been proposed. Present Federal legislation consists of the Standard Time Act which was enacted in 1918 and has been substantially unchanged since that time. It gives the Interstate Commerce Commission the responsibility of fixing the boundaries between standard time zones in the continental United States but does not refer to daylight saving time. The standard time zones are not mandatory with the States; but the act does declare that in statutes or regulations which specify a time of performance by any Federal officer or time within which rights shall accrue, it is intended and understood that the time shall be standard time. Bills have been introduced in Congress to require national time uniformity, including daylight saving time, within nationally established time zones. Such bills have frequently been limited in their mandatory provisions to apply only to interstate travel and Federal Government business. Bills have also been introduced to require intrastate uniformity, either as to the observance of daylight saving time, its duration, or both.

Another approach, and that which is taken in the suggested legislation, is for the States that wish to observe daylight saving time to require by State legislation its adoption throughout the State, beginning and ending on a uniform basis. The most widely accepted dates for this purpose are the last Sunday of April and the last Sunday of October. If the objective of intrastate uniformity in the observance of daylight saving time and interstate uniformity to the extent that States observe daylight saving time is to be achieved, it is essential that these two dates be specified.

SUGGESTED LEGISLATION

[Title should conform to State requirements. The following is a suggestion: "An Act to provide for uniform time."]

(Be it enacted, etc.)

Section 1. Standard of Time.

(a) The standard time in this State shall be the solar time of the [] meridian west of Greenwich commonly known as [] standard time. [Notwithstanding the foregoing, the standard time in this State, between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian on the last Sunday in October of each year, commonly known as daylight saving time, shall be one hour in advance of that prescribed above.]²

(b) All departments of the State government, and all [counties, cities, towns, and villages] shall use the standard of time prescribed in subsection (a) hereof.

(c) All persons operating or maintaining places of business or engaged in business activity shall use the standard of time prescribed in subsection (a) hereof.

Section 2. Effective Date. [Insert effective date.]

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 15, 1965.

HON. OREN HARRIS,

Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. HARRIS: This responds to your requests for the views of this Department on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and H.R. 6134, a similar bill to provide a uniform period for daylight saving time.

We recommend enactment of one of the bills.

The bill would require that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. The bill does not require that daylight saving time be

² The bracketed language is designed for those States wishing to use daylight saving time. It should be emphasized that if uniformity is to be achieved, it is essential that the two dates shown be specified. States located in more than one time zone would have to revise this section to identify and refer to the two zones.

adopted, it merely provides that whenever it is adopted it must be on a uniform basis throughout the Nation.

We believe that the enactment of the bill will be of considerable benefit in conducting the business of the Government. Our experience has been that there is always confusion during the months of the daylight saving period as to what areas use it and regarding the date on which it begins and ends in any given area. The enactment of the bill would solve the second problem and, we would hope, would serve to promote the adoption of daylight saving time in all areas engaging in interstate business. We believe that enactment of the bill should make for a more efficient use of telephone and teletype communications and, therefore, result in a savings for the Government.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

D. OTIS BEASLEY,
Assistant Secretary of the Interior.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D.C., June 11, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your request for our views concerning the bill H.R. 6481, which proposes to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those areas where it is observed.

The measure would standardize the dates on which daylight saving time would begin in the spring and end in the fall. It provides that every State and local jurisdiction would be free to determine for itself whether or not it wanted to observe daylight saving time, but if it adopted such time it would be required to observe that time from the fourth Sunday in April to the last Sunday in October.

In addition, the bill would revise the present law (15 U.S.C. 261-263) relating to the present standard time zones (eastern, central, mountain, Pacific, and Alaska) by establishing eight standard time zones: (1) Atlantic, (2) eastern, (3) central, (4) mountain, (5) Pacific, (6) Yukon, (7) Alaska-Hawaii, and (8) Bering; and require that the Administrative Procedure Act apply to proceedings of the Interstate Commerce Commission relating to boundaries of such standard time zones.

We favor the general objectives of this legislation because it will eliminate much of the confusion resulting from a lack of uniformity in the adoption of daylight saving time by various jurisdictions. The measure, however, though providing for a desirable uniformity in dates for the daylight changeovers for all those jurisdictions which will voluntarily use daylight time, falls short of the goal of complete uniformity by failing to make daylight time mandatory for all jurisdictions.

Though a mandatory and uniform daylight saving time for the country as a whole would best serve the interest of mail transportation, the proposed legislation is a step in the right direction. For that reason we favor its enactment. It will, we believe, in some measure benefit mail transportation by definitely fixing daylight saving time areas and standardizing the date periods.

The Bureau of the Budget has advised that from the standpoint of the administration's program there is no objection to the submission of this report to the committee.

Sincerely yours,

FREDERICK C. BELEN,
Acting Postmaster General.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 22, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives.*

DEAR MR. CHAIRMAN: This is in reply to your request of March 25, 1965, for a report on H.R. 6481, a bill to establish uniform dates throughout the United

States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

This Department concurs in the objective of standardizing the time zones as much as appropriate. However, since the bill does not affect the Department's responsibilities, we have no specific recommendation to make.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

THE GENERAL COUNSEL OF THE TREASURY,
Washington, D.C., April 15, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on H.R. 6481, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The proposed legislation (1) would direct the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout the standard time zones established by law, (2) would provide that whenever any State or political subdivision thereof, or the District of Columbia, adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October, and (3) would provide for four time zones in Alaska.

Since the proposed legislation relates to matters primarily within the jurisdiction of the Interstate Commerce Commission, the Treasury has no comments to make on the merits of the bill.

The Department has been advised by the Bureau of the Budget that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely yours,

FRED B. SMITH,
Acting General Counsel.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF EMERGENCY PLANNING,
Washington, D.C., April 9, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for comments of this office concerning H.R. 6481, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The Office of Emergency Planning defers to those departments and agencies having a more direct interest in the subject matter.

From the standpoint of the administration's program, the Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

FRANKLIN B. DRYDEN
(For Director Buford Ellington).

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., August 4, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of March 25, 1965, requested the views of the General Services Administration on H.R. 6481, 89th Congress, a bill "To establish uniform dates throughout the United States for the commencing and

ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.”

In addition to the purpose of the bill stated in the title, the proposed measure would provide for the establishment of eight standard time zones to replace present five standard time zones in the United States.

GSA has no objection to the enactment of H.R. 6481.

The enactment of the proposed legislation would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the administration's program, there is no objection to the submission of this report to your committee.

Sincerely yours,

LAWSON B. KNOTT, Jr.,
Administrator.

FEDERAL AVIATION AGENCY,
Washington, D.C., August 6, 1965.

Hon. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request of March 25, 1965, for the views of this Agency with respect to H.R. 6481, a bill “To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.”

This bill would amend the act entitled “An act to save daylight and to provide standard time for the United States,” (15 U.S.C. 261-64) to provide uniform observance of daylight saving time during certain months of the year.

The time established by the bill is to govern, among other things, “the movement of all common carriers in interstate commerce.” Assuming this phrase is given no broader scope than that given the identical phrase in the 45-year-old statute being amended, H.R. 6481 will not affect this Agency's necessary use of Greenwich mean time in communications relating to air traffic control, weather reporting, flight information services and aerial navigation. On this understanding, and since the subject matter of H.R. 6481 is not otherwise within the purview of this Agency, we have no comment on the bill.

The Bureau of the Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely,

(Signed) WILLIAM F. MCKEE,
Administrator.

FEDERAL MARITIME COMMISSION,
Washington, D.C., June 30, 1965.

Hon. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The Federal Maritime Commission has received detailed information on the subject of time uniformity from the Committee for Time Uniformity. As a result of studying this information, we now affirmatively comment on the proposed bill H.R. 6481.

This bill would establish a uniform daylight saving time period throughout the United States covering all States or jurisdictions which choose to observe daylight saving time. It would also amend the Standard Time Act of 1918 to create new time zones to meet the needs of Alaska and Hawaii.

Further, the bill would establish eight time zones. The Atlantic standard time zone would be established east of the present eastern time zone. The present eastern, central, mountain, and Pacific time zones would be retained. The present Alaska standard time zone would be abolished and the Yukon, Alaska-Hawaii, and Bering time zones would be established west of the present Pacific time zone. The limits of each zone would be defined by the Interstate Commerce Commission after taking into consideration convenience of commerce and existing operations of common carriers engaged in interstate commerce.

We believe that there is a need for legislation to establish uniform time standards because it would facilitate shipments of cargo and movement of passengers by eliminating confusion and achieving greater expediency. Accordingly, we support legislation to accomplish these ends.

The Bureau of the Budget has advised that there would be no objection to the submission of this letter from the standpoint of the administration's program.

Sincerely yours,

JOHN HARLEE,
Rear Admiral, U.S. Navy (Retired), Chairman.

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., May 4, 1965.

Hon. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request seeking this Commission's comments on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

Enclosed please find copies of our comments on this bill and on H.R. 6785 and S. 1404, which are all substantially identical. We are advised by the Bureau of the Budget that from the standpoint of the administration's program there is no objection to the presentation of this report to your committee.

Yours sincerely,

E. WILLIAM HENRY, *Chairman.*

COMMENTS OF THE FEDERAL COMMUNICATIONS COMMISSION ON S. 1404, H.R. 6481, AND H.R. 6785, 89TH CONGRESS, BILLS TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

S. 1404, H.R. 6481, and H.R. 6785 are nearly identical. These bills are designed to make the dates for daylight saving time uniform throughout the United States. They provide that in those States and local jurisdictions where daylight saving time is observed, it shall commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

The bills increase the number of time zones in the United States from five to eight. They provide that daylight saving time adopted by any State or political subdivision thereof, or the District of Columbia, shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States or by any representative thereof, and shall be understood to be the time referred to in "all statutes, orders, rules, and regulations relating to the time * * * within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States." (Sec. 4.) The Interstate Commerce Commission is authorized to enforce the observance of the provisions of the bills.

The Commission has been represented on the Committee for Time Uniformity and has cooperated with that group in its efforts to alleviate some of the confusion stemming from the existing patchwork of local daylight saving time legislation. However, to the extent that section 4 might be construed to make locally adopted daylight saving time applicable to broadcast licensees or permittees, thereby changing their permissible hours of operation as governed by the Commission's rules, these bills give us serious concern.

A few general characteristics of radio transmission should be briefly noted as an aid in understanding our concern. The physical behavior of standard broadcast signals is vastly different day and night. Part of the energy radiated from the transmitting antenna of a broadcast station travels closely along the earth's surface and is called a groundwave signal. The portion of the energy which travels upward and outward from the transmitter into the upper atmosphere is, during daylight hours, so weakened by absorption in the atmosphere before being returned to the earth that it may usually be neglected. However, at night, that portion of the radio signal emitted outward and upward is reflected back strongly to earth at distances much greater than the reach of groundwave signals. Because of this phenomenon, known as skywave transmission, the

majority of standard broadcast stations throughout the United States are required to leave the air, reduce power, and/or employ directional antenna systems during the nighttime hours in order to avoid widespread skywave interference within the protected service areas of other stations assigned to the same channel. Since skywave interference is affected by the degree of light or darkness along the transmission path, the Commission, in its rules governing the hours of operation of standard broadcast stations, is basically concerned with determining local astronomical or "sun" time. However, it is necessary that "sun" time be related to meaningful standards (as, for example, eastern standard time), and average monthly sunrise and sunset times are set forth in license documents in terms of standard time.

To illustrate the problems created by these bills, suppose that, based upon average sunrise and sunset times, a radio station is authorized to operate during the month of May from 6 a.m. until 7 p.m. local standard time. If the community where that station is located adopts daylight saving time, section 4 of these bills might cause the time specified in the station's authorization to be understood to refer to daylight saving time. The station would thus operate from 6 a.m. until 7 p.m., local daylight saving time (which is 5 a.m. until 6 p.m., standard time). This means the station would begin operation with its daytime facilities 1 hour before sunrise and go off the air, or convert to nighttime facilities, 1 hour before sunset.

The net result of such a situation is that the operation prior to sunrise would violate the North American Regional Broadcasting Agreement and the Agreement Between the United States of America and Mexico. Such operation would also violate the Commission's rules, and could cause undue interference to other domestic stations operating on the same frequency thereby resulting in modification of the licenses of the stations subjected to such interference. Moreover, such a station operating in accordance with local daylight saving time would be deprived of an hour's operating time in the early evening.

The Commission therefore recommends that there be appropriate legislative action to avoid the possibility of these highly undesirable results. Such action could be in the form of a proviso in the bills or a section in the committee report making clear the inapplicability of the bills to the hours of operation of broadcast stations as established by the Commission. Thus, the following proviso could be inserted at the end of section 4: "*Provided*, That nothing in this Act shall affect the hours of operation of broadcast stations as established by the Federal Communications Commission." If this recommendation is adopted, the Commission would have no objection to the enactment of S. 1404, H.R. 6481, or H.R. 6785.

Adopted: April 21, 1965.

CIVIL AERONAUTICS BOARD,
Washington, D.C., June 3, 1965.

HON. OREN HARRIS,

*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your letters of March 25 and April 9, 1965, requesting reports by the Board on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and H.R. 7167, a bill to establish a uniform system of time standards and measurements for the United States and to require the observance of such time standards for all purposes.

H.R. 6481 declares it to be the policy of the United States to promote the adoption of uniform time within the existing standard time zones prescribed by the Standard Time Act of March 19, 1918 (40 Stat. 450), and directs the Interstate Commerce Commission, which has the responsibility of defining the limits of existing zones under such act, to foster the uniform observance of the same standards of time throughout each zone. States or political subdivisions thereof electing to adopt daylight saving time would be required to commence such time on the last Sunday in April and end it on the last Sunday in October, and the Commission would be authorized to seek injunctive relief from the Federal courts for violations of the changeover dates. Daylight saving time adopted in accordance with the provisions of the bill would be the exclusive time for the transaction of business by Federal offices.

H.R. 7167, which is identical to draft legislation submitted to the Congress by the Interstate Commerce Commission, differs principally from H.R. 6481,

in that it would be administered by such agency as might be designated by the Congress rather than by the Commission; the Standard Time Act would be repealed and time zones would be prescribed for the United States, with the administering agency being authorized to fix the boundaries thereof; the administering agency would be authorized, where desirable in the public interest, to establish an "advanced" standard of time (the equivalent of daylight saving time) for a zone; and the standard time of each zone would be the exclusive measure of time for the transaction of all public business by the Federal or State Governments and by all persons in their business relations with the public, except for scientific purposes and for other purposes expressly exempted.

The Board is in accord with the objectives of the bills to provide a more uniform system of time standards for the United States. The interests of air transportation, as well as other forms of transportation, would be furthered by greater uniformity in time changes on a nationwide basis. Air carriers distribute timetables showing time at individual points because of variations in time observance in different parts of the country. The establishment of uniform cutoff dates for the commencement and termination of daylight saving time would result in cost savings to the industry as well as greater convenience to the traveling public.

Thus, either of the bills would assist in relieving the confusion which exists at the present time. However, the Board believes that in the long run the interests of both carriers and travelers would be better served by a more comprehensive measure such as H.R. 7167.

The Board has been advised by the Bureau of the Budget that there is no objection to the submission of this report from the standpoint of the administration's program.

HAROLD R. SANDERSON,
Secretary
(For the Civil Aeronautics Board).

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., May 7, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. HARRIS: The Commissioners of the District of Columbia have for report H.R. 6481, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The purpose of the bill is primarily to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 3(a) of the bill provides that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence on the last Sunday in April and shall end on the last Sunday in October. The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953 (67 Stat. 23, sec. 28-2804, D.C. Code) to advance the standard time applicable to the District 1 hour for this same period. For the past several years, pursuant to such authority, the Commissioners have established the entire period as the daylight saving time period in the Nation's Capital.

Since the provisions of the bill would not change the present practice in the District of Columbia, but would, in fact, standardize the practice in other political subdivisions with the practice now followed by the District, the Commissioners favor its enactment.

The Commissioners have been advised by the Bureau of the Budget that from the standpoint of the administration's program there is no objection to the submission of this report to the Congress.

Yours very sincerely,

WALTER N. TOBRINER,
President, Board of Commissioners, District of Columbia.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D.C., August 9, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for a report on H.R. 7167, establishing a uniform system of time standards and measurement for the United States.

The measure would establish eight standard time zones for the territory of the United States. Under present law (15 U.S.C. 263) there are five zones: eastern, central, mountain, Pacific, and Alaska. The zones to be established by the proposed legislation would be: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering. The standard time of a zone, with certain exceptions, would be the time for the transaction of all government business, and for observance by all persons in civil and business relations with the public.

H.R. 7167 would also provide for daylight saving time, and allow the administering agency to determine whether a given zone (or subzone) should be on advanced time from the last Sunday in April to the last Sunday in October of each year.

We favor the general objective of the legislation which is to eliminate the confusion resulting from a lack of uniformity in the adoption of daylight saving time by various jurisdictions. The measure, however, though providing for a desirable uniformity in dates for the daylight changeovers for all those jurisdictions which will use daylight time, falls short of the goal of complete uniformity by failing to prescribe daylight time for all jurisdictions.

Section 7 of the bill, for example, would authorize establishment of subzones within the standard zones, transferring them eastward to the next adjacent standard time zone during the period from the last Sunday in April to the last Sunday in October. Though giving the effect of daylight time to the subzone, it continues the present undesirable situation of having daylight time in one part of a standard zone but not in another.

Though a mandatory and uniform daylight time for the country as a whole would best serve the interest of mail transportation, the proposed legislation is at least a step in the right direction, and for that reason we favor its enactment. It will, we believe, in some measure benefit mail transportation by definitely fixing daylight time areas and standardizing the date periods.

The Bureau of the Budget has advised that from the standpoint of the administration's program there is no objection to the submission of this report to the committee.

Sincerely yours,

(Signed) JOHN A. GRONOUSKI,
Postmaster General.

FEDERAL AVIATION AGENCY,
Washington, D.C., August 6, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for the views of this Agency with respect to H.R. 7167, a bill to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes.

This bill provides for the establishment of a uniform system of time standards based upon the general zone system of standard time. The exact limits of the respective time zones are to be determined by the administering agency.

Section 9(b) provides an exception to the use of standard time in a given zone for "air navigation, air traffic control, and related activities." In the conduct of many of this Agency's activities, such as air traffic control, weather reporting, flight information services, and aerial navigation, we have adopted Greenwich mean time as the standard time for all required communications, both external and internal. This internationally agreed standard has been adopted to standardize as much as possible an increasingly complex activity,

to permit more adequate separation of air traffic moving across time zones with increasing speed and volume, and to facilitate the growing use of computers within the system which requires the use of one standard time for programing purposes. We believe the continued use of Greenwich mean time for these purposes is imperative and that the exception provided for "air navigation, air traffic control, and related activities" is appropriate.

The other aspects of this bill are not within the purview of this Agency and on them we defer to the views of other interested agencies.

The Bureau of the Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely,

(Signed) WILLIAM F. McKEE,
Administrator.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., July 8, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.

DEAR MR. HARRIS: The Commissioners of the District of Columbia have for report H.R. 7167, 89th Congress, a bill to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes.

The primary purpose of the bill is to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 7(a) of the bill provides, among other things, that in the case of any zone or subzone (as defined by the bill) determined by an agency (designated by Congress), the agency may determine that in each year, from 2 a.m. on the last Sunday in April until 2 a.m. on the last Sunday in October, such zone or subzone, shall be on advanced time and shall be transferred to and made a part of the zone immediately to the east, and the legal time of such zone or subzone shall be the standard time of the zone into which it is temporarily transferred.

Section 7(b) provides that until the agency determines to place or not to place any zone or subzone on advanced time as provided in subsection (a), "daylight saving" or other advanced time may continue to be observed in such zone or in any portion, but only if such "daylight saving" or other advanced time commences at 2 a.m. on the last Sunday in April and ends at 2 a.m. on the last Sunday of October of each year.

The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953, as amended (67 Stat. 23; sec. 28-2804, District of Columbia Code), to advance the standard time applicable to the District 1 hour for the same period. Pursuant to such authority, the Commissioners have for the past several years established the entire period as daylight saving time in the District.

However, section 18(b) of the bill repeals this statute, but does not change the present practice in the District of Columbia and would in fact standardize the practice in other political subdivisions with the practice now followed by the District. In light of the foregoing, the Commissioners favor enactment of the bill.

The Commissioners have been advised by the Bureau of the Budget that, from the standpoint of the administration's program, there is no objection to the submission of this report to the Congress.

Sincerely yours,

WALTER N. TOBRINER,
President, Board of Commissioners,
District of Columbia.

The CHAIRMAN. Now, it is our pleasure to hear from our colleague from Minnesota, the Honorable Joseph E. Karth, a Member of Congress from the Fourth District of Minnesota.

Mr. Karth has introduced bills in various Congresses and has a bill in this Congress. He has been interested in daylight saving time for a long time, and especially in the need for uniformity.

You may proceed, Mr. Karth.

STATEMENT OF HON. JOSEPH E. KARTH, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF MINNESOTA

Mr. KARTH. Mr. Chairman, gentlemen of the committee, I appreciate the opportunity to appear before the committee today and to urge the favorable consideration of legislation to establish uniform dates throughout the United States for the commencing and ending of daylight saving time. Few bills, I might say, that I have introduced have generated so much spontaneous popular approval as the bill that I have introduced on uniform daylight saving time. Of course, the reason for this is not difficult to understand for anyone who knows of Minnesota's most recently troubles with time confusion. It is, of course, bad enough that State law sets the unique switchover dates for Minnesota on the fourth Sunday in May, the 28th day of May, and the Tuesday after Labor Day, September 6, but it also permits local option for border area municipalities. The major cities, St. Paul, to name one, Mr. Chairman, desire to conform with commercial or transportation schedule requirements of the great population centers of the Nation, but legally cannot do so. When St. Paul recently tried to go on daylight time before the rest of the State, utter confusion reigned because the adjacent metropolitan area refused to participate in St. Paul's decision. Intercity bus schedules were sheer chaos, coordinated commercial business hours were impossible.

I might say that at one time, St. Paul was on one time, Minneapolis, the sister city, which is only separated by a river, was on another time, and Duluth, Minn., the other major metropolitan area in the State of Minnesota, was on Wisconsin time, to give you an idea of the chaos that reigned.

The Minnesota Legislature, after futilely considering the complexities of the problem, adjourned.

Quite frankly, the urban and suburban people in the metropolitan areas of Minneapolis who are involved in business and transportation on a national scale are frustrated by a failure of their State legislature to meet their real need for time uniformity. The St. Paul area chamber of commerce, civic and labor leaders, representatives of the air, motor, and rail industries, and many citizens have urged me to obtain relief for them from time confusion through Federal legislation. It is the proper concern of Congress to accomplish this through the powers granted in the Constitution, "To regulate commerce with foreign nations and among the several States."

While I believe my bill, H.R. 3385, would accomplish the uniform daylight saving time switchover which is so earnestly desired by constituents of my district in Minnesota, I know this committee will carefully consider the many bills before it and, in its wisdom, determine what legislation will effectively solve this serious problem this year.

Mr. Chairman, I want you to know that I do not necessarily have any pride of authorship in H.R. 3385. I know, for example, that you have been in the Congress much longer than I and I know, too, that your interest in daylight saving time dates back to days prior to my becoming a Congressman. So suffice to say, Mr. Chairman, that I know that you and this committee will use your very best talents and

your even greater knowledge than mine on the problem that has been brought about as a result of nonuniformity.

In conclusion, Mr. Chairman, it seems to me that in this age of supersonic jet travel and instantaneous communications, it is incredible that our highly complex and sophisticated society still tolerates archaic State and local time laws which are tied to the sleeping and waking habits of chickens, cows, and horses.

Thank you very much, Mr. Chairman. If there are any questions, I shall be very happy to attempt to answer them.

The CHAIRMAN. Any questions? Mr. Friedel?

Mr. FRIEDEL. No.

The CHAIRMAN. Mr. Younger?

Mr. YOUNGER. No, thank you.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. I have none.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No.

The CHAIRMAN. We wish to thank you for taking the time to come and give us the benefit of your views, because we recognize that your constituency is the same as every other constituency across America, that they feel something should be done to avoid the confusion in your district, and it is certainly that way in every other district in America. I believe the responsibility, as you said, lies with Congress to do something about it. It is rapidly getting worse, and we have the opportunity to do something about it.

I know you have had many bills in to try to correct this situation. I know of your real interest here. We thank you for taking the time to give us the benefit of your views.

Mr. KARTH. Thank you very much, Mr. Chairman.

(The following letters and press releases were later submitted by Congressman Karth:)

ECONOMICS LABORATORY, INC.,
St. Paul, Minn., February 9, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: Please list my name as a supporter of uniform daylight savings time.

One only has to be involved in an operation covering all of the standard time zones to know how short the time is for business communications during the day.

To have nonstandard changes shorten this day in key areas can mean many dollars suspended or lost.

The loss of the yearly resetting of time deadlines by area will be an activity that would never be missed by passage of your bill.

Sincerely yours,

D. W. DEVINS,
Vice President and Treasurer.

GOULD-NATIONAL BATTERIES, INC.,
St. Paul, Minn., February 9, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR SIR: This will serve to show this company's support to legislation creating uniform daylight savings time on a national basis.

Gould-National Batteries, Inc., is a St. Paul based national corporation operating close to 200 plants, warehouses, and offices located in practically all States of

the Union. The present nonuniformity of daylight savings time application has been a hindrance to us in our necessary daily communications, travel, and personal contacts. This reflects more than individual inconvenience. We have not attempted to evaluate our increased costs of doing business under the present system, or lack of system; however, there is no doubt that a sizable detrimental economic factor exists.

If we can lend further assistance toward the enactment of legislation covering this matter, please do not hesitate to contact us.

Very truly yours,

HORACE G. MILLER,
Director, Personnel and Labor Relations.

AMERICAN NATIONAL BANK & TRUST Co.,
St. Paul, Minn., February 3, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: We note with considerable interest your bill to establish national daylight savings time. We are wholeheartedly behind this proposal and commend you for your efforts on behalf of such legislation.

The exaggerated time differentials produced during those periods when the eastern financial centers observed d.s.t. and we do not cause extraordinary hardships and business disadvantages to our customers and to us. Commercial banks acting on their own behalf and on behalf of customers have considerable volume of business with New York banks, major stock exchanges, and the large government bond dealers. This proposed legislation would make it possible for us to continue our operations through the year without time problems caused by the different d.s.t. starting and ending dates under which we have suffered in the past.

We hope this letter of support will in some small measure help you in establishment of uniform daylight savings time.

Very truly yours,

WILLIAM T. PRICE, *Vice President.*

CENTRAL LIVESTOCK ASSOCIATION, INC.,
South St. Paul, Minn., February 3, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: It has been called to my attention that hearings in the House of Representatives will begin today (Feb. 1, 1966) on a bill, which is authored by you, and which has as its purpose the establishment and maintenance of uniform daylight saving time on a national basis.

Those of us associated with the management of the Central Livestock Association, an organization which enjoys the distinction of being the largest livestock marketing agency in the United States, and, therefore, in the world, are very much interested in the passage of this legislation, because we receive consignments of livestock for sale from all sections of this north-central area of the United States, and because, through the Central Livestock Order Buying Co., we market livestock throughout the United States.

I am certain that you can readily see that our business operations are severely handicapped when the offices of companies where we do business are opened and closed at different hours of the day. For instance, the buyers who buy cattle on the eastern coast, whose offices open earlier than ours, and earlier than the opening of our markets, would like quotations on livestock at an early hour in their day. Under the present situation we are not able to give them the information they desire until a later time, which materially handicaps their operations.

The Market Reporting Service of the U.S. Department of Agriculture, which attempts to quote the different markets throughout the day, finds it difficult to render a satisfactory service to retailers, processors, and producers when time varies throughout the country.

Anything which you may do to further the passage of a bill which will standardize time will be greatly appreciated by the members of our association, which at the present time number approximately 150,000 farm people.

Sincerely yours,

N. K. CARNES, *General Manager.*

SWIFT & Co.,
South St. Paul, Minn., February 2, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR SIR: Would like to take this occasion to comment on proposed legislation for uniform daylight savings observance on a national basis.

The confusing area situation in 1965 imposed economic hardships and problems for our business in several directions. From a procurement standpoint, both at the South St. Paul public stockyards and in country work as well, it was necessary to deal with producers of areas that were observing different time schedules. This added to our hours of operation resulted in confusion in time schedules.

From the standpoint of delivery problems, and inasmuch as we solicit trade and make retail deliveries to customers in five different States, we were also confronted with irregularities in delivery schedules, early closings in some areas, and difficulty in observing normal time limits in placing orders through the production plant. Still another angle, with our central office in South St. Paul and with employees located in other areas and some from Wisconsin as well, there was confusion in starting times for personnel as well.

In summation, we sincerely hope that a uniform scheduling can be adopted nationwide.

Sincerely,

H. F. MORRIS,
General Manager.

JANSEN ELECTRONICS MANUFACTURING, INC.,
St. Paul, Minn., February 2, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR MR. KARTH: The purpose of this letter is to underline the need for a uniform daylight saving time for the Twin City area to put us in step with the rest of the country. Mayor Vavoulis is to be congratulated on his attempts to get St. Paul on fast time, but the confusion that resulted with the two cities on split time was unbelievable.

Congratulations on your good work and we urge you to see it all the way through.

Very truly yours,

PAUL W. JANSEN, *President.*

THEO. HAMM BREWING Co.,
St. Paul, Minn., February 2, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: We are very much interested in having Congress consider legislation which would establish uniform national daylight saving time.

We believe daylight saving time provides more time for leisure and recreation and is therefore beneficial to our business. However, inconsistencies of daylight time periods from State to State create production problems for us and in addition, the lack of uniformity in time periods limits the working hours available for communication from coast to coast with a consequent loss in efficiency.

Your help and cooperation in this matter will be very much appreciated.

Sincerely,

WILLIAM C. FIGGE, *President.*

THE MINNESOTA MUTUAL LIFE INSURANCE CO.,
St. Paul, Minn., February 2, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR MR. KARTH: I am writing this letter to you in connection with proposed legislation relating to a uniform pattern of daylight saving time throughout the Nation. We believe that such a proposal would have the almost unanimous support of substantially 500 employees and representatives of our company here in St. Paul and of some 800 others who represent this company throughout the country.

Let me speak first of the plan from the standpoint of our employees here in St. Paul. With rare, if any, exceptions, employees like and enjoy the long daylight hours available to them after they finish each day's work. A number of our employees reside in Wisconsin and commute to St. Paul. The difference in time systems is at best an inconvenience, and frequently causes real difficulty with their transportation arrangements to and from work because many of them travel in car pools.

With a nationwide organization, our people here in St. Paul travel extensively throughout the country. Our people in other parts of the country travel extensively to St. Paul. Of course, there is continuous telephone communication. The myriad of time systems creates many inconvenient business situations.

We would hope that you would be successful in having this legislation adopted, and we would welcome the opportunity to be of assistance to you in this undertaking.

Yours very truly,

WALTER J. RUPERT, *President.*

WEBB PUBLISHING CO.,
St. Paul, Minn., February 1, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR JOE: First let me congratulate you on being the principal author of a bill to end the nationwide confusion which presently exists on the daylight savings time issue. The fact that there are so many different dates for beginning and ending daylight savings time results in serious dislocations for many businesses including ours, which has offices and customers in different parts of the country.

For example, we maintain sales offices in Chicago and New York, which means that the time differential is increased by 1 hour when either of these cities has different beginning and ending dates than St. Paul. It would be clearly beneficial to the operation of this business to have uniform daylight savings dates nationwide, and I hope you will be successful in accomplishing this result.

Sincerely,

REUEL D. HARMON, *President.*

WHIRLPOOL CORP.,
St. Paul, Minn., February 1, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR JOE: I was delighted to hear you were responsible for introducing legislation calling for uniform daylight savings time on a national basis. I feel so strongly about this problem, especially as it affects the St. Paul Division of Whirlpool Corp. here in Minnesota.

The limited period of daylight savings time in our State; namely the last Sunday in May through Labor Day, has created a serious handicap in dealing with our many out-State sources of supply, the distribution system for our merchandise which is national, and all the day-to-day communications required with our corporate office in Benton Harbor, Mich., and the Sears' headquarters in Chicago, that we had to ask our office staff to change their working hours and come in an hour early in the spring and late fall.

With this change of hours, you can well appreciate the difficulties it sometimes creates with car pools, children's school schedules, and other personal situations.

From a purely personal standpoint, many of our 1,700 employees favor the additional daylight hours which gives them more opportunity to enjoy outside activities in the spring and fall.

Anything you can do to push earlier starting and later finishing of daylight savings time would be definitely appreciated.

Sincerely,

J. F. BOURQUIN, *General Manager.*

HILEX Co., INC.,
St. Paul, Minn., February 1, 1966.

Re daylight saving time.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: Trying to run our business, where surrounding cities and States are on different time, is an extremely difficult thing to cope with.

It is our sincere desire that d.s.t. be put on a national 6-month basis, as per your bill.

Yours very truly,

ASA A. ELDRIDGE, *President.*

THE TONI Co.,
St. Paul, Minn., February 1, 1966.

HON. JOSEPH E. KARTH,
House of Representatives,
Longworth House Office Building, Washington, D.C.

DEAR JOE: I wanted you to know how pleased I am that you are taking the leadership on the question of uniform daylight saving time. I believe that in addition to the many human factors involved, with most people preferring daylight saving time, there are also some very sound business reasons.

In our company, as in many others, a great deal of our contact is with firms in Chicago and further east. Conflicts and confusion in time minimize our ability to work effectively with these firms. In addition to that, travel becomes difficult and time is wasted.

Again I want to thank you for sponsoring this important legislation and hope that you will be able to get it enacted.

Yours truly,

ROBERT L. JENAL, *Manager.*

MULTI-CLEAN PRODUCTS, INC.,
St. Paul, Minn., February 3, 1966.

Subject: Uniform daylight saving time.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: I am happy to know that you have authored a uniform daylight saving time bill in the House. The newspapers have given a good report on your efforts to win approval for this legislation.

Uniform daylight saving time throughout the Nation, as you have proposed, would eliminate the time confusion which has existed for many years from the last Sunday in April to the last Sunday in October.

In our business our customers honestly don't know when we are open to receive telegraphs, telephone, and TWX messages. Also it is difficult for us to know what business hours are being kept by our customers and by our vendors.

Please use every effort to see that your uniform daylight saving time bill becomes law.

E. V. COULTER,
President.

FARWELL, OZMUN, KIRK & Co.,
St. Paul, Minn., February 3, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: We certainly commend you as the principal author of the uniform daylight saving time bill.

As our company is in interstate commerce, the confusion and the difficulties to our employees and to our customers created by the varying laws and regulations sponsored by the various areas and States regarding daylight saving time should be eliminated. While there has been considerable printed comments, both pro and con regarding daylight saving, I personally have talked to very few people who are not in favor of a standard national daylight saving law or regulation. This includes many, many people throughout the five Northwest States that we serve.

We most sincerely hope that you are successful in getting this bill through Congress.

Sincerely,

GEORGE R. BOHRER,
Chairman of the Board.

THE FIRST NATIONAL BANK OF ST. PAUL,
St. Paul, Minn., February 3, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

MY DEAR JOE: I was pleased to learn that you are the principal author of a bill recently introduced in the House providing for uniform daylight saving time on a national basis from the last Sunday in April to the last Sunday in October of every year.

This would indeed be very welcome legislation. As you know, there has been great confusion here because Minnesota's period of daylight saving time differs from that of our neighboring State of Wisconsin and also from that of most of the major money markets in the Nation. This is a great disadvantage and inconvenience to the banks in Minnesota and makes considerable confusion in our daily activities.

A Federal daylight saving time law seems to be the only effective way to end all of this confusion. We sincerely hope that you will be successful in passing such legislation.

Sincerely yours,

PHILIP H. NASON, *President.*

NORTHERN PACIFIC RAILWAY Co.,
St. Paul, Minn., February 7, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR MR. KARTH: I understand you are the principal author of a bill for uniform daylight saving time on a national basis and that hearings on the bill are being held in the House of Representatives. The Northern Pacific Railway Co. strongly favors enactment of such legislation for the following reasons:

1. It would eliminate confusion to the traveling public that results when leaving times of passenger trains are advanced 1 hour at the various stations to conform with the change in daylight saving time, causing untold numbers of passengers to miss their trains. Similarly, the traveling public is inconvenienced when the leaving times of trains are set back 1 hour at the termination of daylight saving time.

2. It would eliminate confusion and inconvenience incident to switch crews switching industries located in adjoining cities or States having different times due to lack of a uniform daylight saving time, such as Minneapolis-St. Paul and Duluth, Minn., Superior, Wis. This works a hardship on the industries as well as on the railroads serving the industries. Further, it at times results in additional overtime costs.

3. A uniform daylight saving time would result in a savings of approximately \$8,000 per year through elimination of the necessity of printing new timetables to reflect the changes in times of local as well as some transcontinental passenger trains, made necessary to conform to the change to daylight saving time. Timetable changes would not be required with uniform daylight saving time.

4. Additional expense is also incurred at some passenger stations as a result of having to keep mail and baggage personnel as well as ticket clerks on duty an additional hour due to the times of our passenger trains Nos. 1 and 2 being advanced 1 hour to accommodate the Post Office Department and keeping passenger trains Nos. 25 and 26 the same to permit making connections with other transcontinental trains.

5. Operation of freight trains is also affected as the result of shippers in areas not on daylight saving time loading shipments 1 hour later, necessitating a 1-hour later departure of the freight train as well as 1-hour later arrival of the shipments at locations having daylight saving time with resultant inconvenience to the consignee.

6. There is presently a 2-hour time difference between St. Paul, Minn., and Seattle, Wash., at which points our main offices are located. With St. Paul on daylight saving time and Seattle not, the time available for necessary communications is reduced an additional hour. This is highly undesirable.

Your sponsorship of uniform daylight saving time legislation is very much appreciated.

Very truly yours,

ROBERT S. MACFARLANE, *President.*

ST. PAUL AREA CHAMBER OF COMMERCE, PRESS RELEASE No. 29, FEBRUARY 25, 1965

The St. Paul Area Chamber of Commerce today made public its position on the current controversy over Minnesota's system of daylight saving time.

A policy statement, approved unanimously by the chamber's board of directors, urges the Minnesota Legislature to favorably consider legislation which would allow for extension of daylight saving time in the Twin Cities metropolitan area beyond the present Memorial Day through Labor Day period. The statement goes on to say that the chamber's main interest in the matter is to bring the entire State but especially the metropolitan area in step with other major metropolitan market centers in the country.

The chamber statement points out that of the 15 largest metropolitan areas in the United States, the Twin Cities area (which is 14th largest) is 1 of only 2 which does not observe daylight saving time for a 6-month period annually. The other area is Detroit which has no fast time.

The chamber's position was developed, in part, from results of a survey conducted among its membership in January. This was part of an overall Twin Cities area opinion poll of some 4,000 businessmen in 11 chambers of commerce having a total combined membership of over 10,000.

The St. Paul survey showed that 96.5 percent of those answering the questionnaire favor daylight saving time for Minnesota, and that 86.9 percent favor an extension of Minnesota's fast time period. The results of the overall referendum brought a similar response with 96.8 percent in favor of daylight saving time and 88.9 percent favoring an extension of it. The chamber board of directors felt that this was a mandate for the action in endorsing such a legislative measure.

In addition to requesting the State legislature's approval for the extension provision, the chamber also announced that it will seek to gain support for such a program from other area chambers and local units of government.

NOTE.—Following is board of director's policy statement and metropolitan poll results.

SUGGESTED POLICY ON DAYLIGHT SAVING TIME

The St. Paul Area Chamber of Commerce recently cooperated with the Council of Twin Cities Metropolitan Areas of Chambers of Commerce in conducting a daylight saving time poll. Eleven cities in the metropolitan area; namely St. Paul, Roseville, Minneapolis, South St. Paul, Hopkins, West St. Paul, Bloomington, White Bear Lake, Crystal, Stillwater, and St. Louis Park, participated in the survey. The St. Paul sample, conducted among the membership of the St. Paul Area Chamber of Commerce, showed that 96.5 percent favored daylight saving time and that 86.9 percent were in favor of an extension

of the present daylight saving program in Minnesota. This 86.9 percent breaks down into 36.8 percent favoring the Wisconsin (or 5 months daylight saving program) and 50.1 percent favoring the eastern seaboard and California (or 6 months daylight saving program). The survey among the other 10 cities in the metropolitan area obtained very similar results and the combined percentage for all cities was 88.9 percent in favor of an extension of daylight saving time over the present 3-month period, with 34.4 percent favoring the 5-month extension and 54.5 percent favoring the 6-month extension.

A survey conducted by the St. Paul Dispatch Pioneer Press resulted in the favoring of daylight time extension by approximately 2 to 1.

Of the 15 largest metropolitan areas in the United States, 13 are presently under a 6-month daylight saving program. Detroit has no daylight saving program and the St. Paul-Minneapolis area is the only other exception to the 6 months' uniformity among these 15 largest metropolitan areas. Comments received by the St. Paul Area Chamber of Commerce in the course of its conducting the survey on daylight saving time, indicates the concern of St. Paul business and professional men over the lack of uniformity under which Minnesota presently operates, and the necessity for bringing our area into line with the other major metropolitan areas in the United States.

The economic loss brought about by this lack of uniformity would be difficult to measure but there is no question that it is considerable. Shortening of the hours in which a business can operate on an interstate basis alone must result in economic hardship.

In view of the preponderance of opinion among the members of the St. Paul Area Chamber of Commerce who were polled in our survey, and among the business and professional people in the St. Paul-Minneapolis metropolitan areas, the St. Paul Area Chamber of Commerce, through its board of directors, goes on record as favoring an extension of daylight saving time in our area, which will bring us in conformity with other major metropolitan areas in the United States, and we respectfully urge the Legislature of the State of Minnesota to favorably consider legislation which will make this uniformity possible. The St. Paul Area Chamber of Commerce also respectfully requests that the city council of the city of St. Paul go on record for a program of uniformity for daylight saving time in conformance with other major metropolitan areas. Further, the St. Paul Area Chamber of Commerce urges all chambers of commerce in the St. Paul-Minneapolis area to take similar action.

Adopted February 24, 1965.

Council of Twin Cities Metropolitan Area Chambers of Commerce summary of daylight saving time poll

Chamber	Return	Favor	Oppose	Present	Wisconsin	East	Other
St. Paul.....	359	345	14	20	132	180	13
Roseville.....	86	83	3	6	33	39	5
Minneapolis.....	1,208	1,176	32	65	370	729	12
South St. Paul.....	167	155	12	18	75	58	4
Hopkins.....	126	126	0	10	42	74	2
West St. Paul.....	100	99	1	1	10	88	0
Bloomington.....	91	85	6	5	39	39	4
White Bear Lake.....	35	35	0	0	35	0	0
Crystal.....	55	53	2	3	18	27	5
Stillwater.....	88	83	5	3	48	32	0
St. Louis Park.....	8	8	0	0	8	0	0
Total.....	2,323	2,248	75	131	800	1,266	45
Percent.....	50.6	96.8	3.2	5.6	34.4	54.5	1.9
Total mailing.....	3,994						

ST. PAUL AREA CHAMBER OF COMMERCE, PRESS RELEASE NO. 44, APRIL 20, 1965

The Twin Cities metropolitan area, and the whole State of Minnesota for that matter, will enter into a period of confusion on time relationships with other cities and States in the United States and Provinces in Canada on Sunday, April 25, at 2 a.m.

A survey released today by the St. Paul Area Chamber of Commerce shows that 15 States, the District of Columbia, and 3 Provinces of Canada will be changing their clocks ahead 1 hour to daylight saving time early Sunday morning. In addition, a number of major metropolitan centers, such as Cleveland

and St. Louis, will also be moving into their daylight saving time periods then even though their respective States do not.

Some of Minnesota's neighboring States have changed their regulations on the fast-time situation since last year. The chamber report shows Wisconsin on daylight saving time beginning at 2 a.m. this Sunday and remaining on fast time until October 31. Wisconsin lawmakers added the month of October to the daylight saving time schedule in their State this year to conform with the majority of other States who have the system. Iowa has a new fast-time law this year which restricts all areas of that State to daylight saving time from 2 a.m. May 23 to 2 a.m. September 7, the same as Minnesota. Last year Iowa had no statewide law, but most cities and counties adopted the 6-month program on their own.

The chamber pointed out that several Twin Cities area and statewide polls indicated overwhelming support for a change in Minnesota's present law to allow for a 5- or 6-month daylight saving time program, but that efforts to move such measures through the Minnesota Legislature have failed.

NOTE.—Following is the chamber report on daylight saving time as it affects 67 cities in the United States and Canada and their time relative to Minnesota time.

DAYLIGHT SAVING TIME—1965

The following States of the United States and Provinces of Canada will observe daylight saving time from 2 a.m. Sunday, April 25 to 2 a.m. Sunday, October 31: California, Connecticut, Delaware, District of Columbia, Illinois, Maine, Maryland, Massachusetts, Nevada, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Wisconsin, British Columbia, Newfoundland, and Prince Edward Island.

Minnesota will observe daylight saving time from 2 a.m. Sunday, May 23 to 2 a.m. Tuesday, September 7.

A comparison of the time in a number of the principal cities of the United States and Canada with Minnesota's daylight saving time is indicated below:

	Minnesota at 12 m., c.s.t. 2 a.m. Apr. 25 to 2 a.m. May 23, and 2 a.m. Sept. 7 to 2 a.m. Oct. 31	Minnesota at 12 m., c.d.t. 2 a.m. May 23 to 2 a.m. Sept. 7, 1965
Akron, Ohio (e.d.t.)	2 p.m.	1 p.m.
Albany, N.Y. (e.d.t.)	2 p.m.	1 p.m.
Albuquerque, N. Mex. (m.s.t.)	11 a.m.	10 a.m.
Anchorage, Alaska (A.s.t.)	8 a.m.	7 a.m.
Atlanta, Ga. (e.s.t.)	1 p.m.	12 m.
Baltimore, Md. (e.d.t.)	2 p.m.	1 p.m.
Birmingham, Ala. (c.s.t.)	12 m.	11 a.m.
Boise, Idaho (m.s.t.)	11 a.m.	10 a.m.
Boston, Mass. (e.d.t.)	2 p.m.	1 p.m.
Buffalo, N.Y. (e.d.t.)	2 p.m.	1 p.m.
Butte, Mont. (m.d.t.) (June 1 to Sept. 7)	11 a.m.	11 a.m.
Calgary, Alberta (m.s.t.)	11 a.m.	10 a.m.
Charleston, S.C. (e.s.t.)	1 p.m.	12 m.
Charlotte, N.C. (e.s.t.)	1 p.m.	12 m.
Chattanooga, Tenn. (e.s.t.)	1 p.m.	12 m.
Cheyenne, Wyo. (m.s.t.)	11 a.m.	10 a.m.
Chicago, Ill. (c.d.t.)	1 p.m.	12 m.
Cincinnati, Ohio (e.s.t.)	1 p.m.	12 m.
Cleveland, Ohio (e.d.t.)	2 p.m.	1 p.m.
Columbus, Ohio (e.s.t.)	1 p.m.	12 m.
Dallas, Tex. (c.s.t.)	12 m.	11 a.m.
Denver, Colo. (m.s.t.)	11 a.m.	10 a.m.
Des Moines, Iowa (c.d.t.) (May 23 to Sept. 7)	12 m.	12 m.
Detroit, Mich. (e.s.t.)	1 p.m.	12 m.
Edmonton, Alberta (m.s.t.)	11 a.m.	10 a.m.
Erie, Pa. (e.d.t.)	2 p.m.	1 p.m.
Fargo, N. Dak. (c.s.t.)	12 m.	11 a.m.
Fort William-Port Arthur, Ontario (e.s.t.)	1 p.m.	12 m.
Gander, Newfoundland (N.d.t.)	3:30 p.m.	2:30 p.m.
Halifax, Nova Scotia (A.d.t.)	3 p.m.	2 p.m.
Honolulu, Hawaii (Hawaii time)	8 a.m.	7 a.m.
Houston, Tex. (c.s.t.)	12 m.	11 a.m.
Indianapolis, Ind. (e.s.t.)	1 p.m.	12 m.
Jackson, Miss. (c.s.t.)	12 m.	11 a.m.
Kansas City, Mo. (c.s.t.)	12 m.	11 a.m.
Knoxville, Tenn. (e.s.t.)	1 p.m.	12 m.
Lincoln, Nebr. (c.s.t.)	12 m.	11 a.m.
Little Rock, Ark. (c.s.t.)	12 m.	11 a.m.

	Minnesota at 12 m., c.s.t. 2 a.m. Apr. 25 to 2 a.m. May 23, and 2 a.m. Sept. 7 to 2 a.m. Oct. 31	Minnesota at 12 m., c.d.t. 2 a.m. May 23 to 2 a.m. Sept. 7, 1965
Los Angeles, Calif. (P.d.t.)	11 a.m.	10 a.m.
Louisville, Ky. (e.s.t.)	1 p.m.	12 m.
Madison, Wis. (c.d.t.)	1 p.m.	12 m.
Miami, Fla. (e.s.t.)	1 p.m.	12 m.
Milwaukee, Wis. (c.d.t.)	1 p.m.	12 m.
Montreal, Quebec (e.d.t.)	2 p.m.	1 p.m.
New Haven, Conn. (e.d.t.)	2 p.m.	1 p.m.
New Orleans, La. (c.s.t.)	12 m.	11 a.m.
New York, N.Y. (e.d.t.)	2 p.m.	1 p.m.
Oklahoma City, Okla. (c.s.t.)	12 m.	11 a.m.
Omaha, Nebr. (c.s.t.)	12 m.	11 a.m.
Ottawa, Ontario (e.d.t.)	2 p.m.	1 p.m.
Philadelphia, Pa. (e.d.t.)	2 p.m.	1 p.m.
Phoenix, Ariz. (m.s.t.)	11 a.m.	10 a.m.
Pittsburgh, Pa. (e.d.t.)	2 p.m.	1 p.m.
Portland, Oreg. (P.d.t.)	11 a.m.	10 a.m.
Providence, R.I. (e.d.t.)	2 p.m.	1 p.m.
Regina, Saskatchewan (c.s.t.)	12 m.	11 a.m.
Reno, Nev. (P.d.t.)	11 a.m.	10 a.m.
Salt Lake City, Utah (m.s.t.)	11 a.m.	10 a.m.
St. Louis, Mo. (c.d.t.)	1 p.m.	12 m.
San Francisco, Calif. (P.d.t.)	11 a.m.	10 a.m.
Seattle, Wash. (P.d.t.)	11 a.m.	10 a.m.
Sioux Falls, S. Dak. (c.s.t.)	12 m.	11 a.m.
Toronto, Ontario (e.d.t.)	2 p.m.	1 p.m.
Tulsa, Okla. (c.s.t.)	12 m.	11 a.m.
Vancouver, British Columbia (P.d.t.)	11 a.m.	10 a.m.
Washington, D.C. (e.d.t.)	2 p.m.	1 p.m.
Winnipeg, Manitoba (c.d.t.)	1 p.m.	12 m.

NOTE.—

A.s.t.—Alaska standard time
A.d.t.—Atlantic daylight time
C.d.t.—Central daylight time
C.s.t.—Central standard time
E.d.t.—Eastern daylight time
E.s.t.—Eastern standard time

M.d.t.—Mountain daylight time
M.s.t.—Mountain standard time
N.d.t.—Newfoundland daylight time
P.d.t.—Pacific daylight time
P.s.t.—Pacific standard time

The CHAIRMAN. Our next witness is Congressman Donald Fraser, of Minnesota.

We are glad to have you with us, Mr. Fraser. Please give us the benefit of your views.

STATEMENT OF HON. DONALD M. FRASER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. FRASER. Mr. Chairman, I have a two and a half page statement which I shall submit for the record, and I shall not take the time of the committee to read it.

The CHAIRMAN. We appreciate that, and I intend, if you will excuse me for a moment, to make the statement that if anybody has a prepared statement he wishes to put in the record, he shall do so. If he cares to read it, of course, he may.

Mr. FRASER. Thank you, Mr. Chairman. My thought in putting it in the record is that I, too, describe in here some of the perplexities and complexities that resulted when the Twin Cities of Minneapolis and St. Paul went on divergent paths with respect to the beginning of daylight saving time. This matter has been referred to by Congressman Karth, the problems that arose, and I shall not read it.

We have here, Mr. Chairman, with us today two other representatives of the Minnesota community, Mr. Lloyd Brandt, who is representing the Minneapolis Chamber of Commerce, and Representative

John Tracy Anderson, one of our distinguished legislators from St. Paul, who I think will again reemphasize, probably, some of the problems that have been created in Minnesota by lack of this uniformity.

May I, Mr. Chairman, just add my own thought that as Congressman Karth has said, there is no pride of authorship in those of us who are concerned about the lack of uniformity. Our introduction and reintroduction of measures has been primarily in support of those like yourself who, with the committee responsibility, have taken the lead in this matter. We have wanted to show our support of what you have been seeking to do. We would hope that the committee would find the best formula that could pass the Congress and that you would know, then, that those of us who are concerned would be prepared to offer all the help that we can in winning support from the rest of our colleagues.

My bill talks about beginning daylight saving on the last Sunday of April and discontinuing it on the last Sunday of October. These dates are selected primarily because this represents the majority starting and ending dates for States in the United States which are on daylight saving time. Our bill, as I think most bills, will not require any State to take daylight saving time for itself, but would only say that if it elects to do so, that it must conform to these dates. If it elects not to do so, then it may remain on standard time.

Mr. Chairman, I shall not take more of the time of the committee, because there are many other witnesses who will testify about the problems arising in commerce and communications. I would just close by saying that I cannot think of a more appropriate subject for Federal legislation than attempting to bring some order out of the chaos that exists today. It seems to me that above all other things, the idea of trying to put some kind of uniformity in the time situation in the United States does deserve the attention of the Congress.

I congratulate you, Mr. Chairman, for your interest and concern in this matter.

(The complete statement of Representative Fraser follows:)

STATEMENT OF HON. DONALD M. FRASER, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF MINNESOTA

Mr. Chairman and members of the committee, I am very pleased to appear here today in support of H.R. 6134 and H.R. 11743, which I have introduced to provide a uniform period of daylight saving time (DST).

I have been concerned with the problem of time uniformity for several years. Time problems plagued our State during the years I was a member of the Minnesota Senate, but these problems were not settled then, and I have continued to be concerned about them as a Member of Congress.

I believe we need Federal legislation to resolve the confusion arising from the use of daylight saving time and for that reason I have introduced bills in the 88th and 89th Congresses to provide a uniform period for the use of DST.

I fully realize the complexities of the time issue. Although the first bill which I introduced, H.R. 6134, is a short straightforward measure, it does not belie the fact that the time problems before you are knotty. H.R. 6134 would simply have all daylight saving time begin at 2 a.m. on the last Sunday of April and continue until 2 a.m. on the last Sunday of October each year. The cities and States which have elected to go on daylight saving time would all shift on and off at the same time. Thus H.R. 6134 is designed to eliminate needless confusion.

The need for uniformity is apparent in this era of interlocking State and regional economies. It is apparent in this era of jet travel and continental super highways. It is apparent when a person's place of work is in a different locality or State than his home.

Some local authorities have found themselves faced with a dilemma in deciding on the effective date of daylight saving time. My own State of Minnesota offers a good example of the problems that can arise. Minnesota observed d.s.t. on a nonstatewide basis from the fourth Sunday in May to Labor Day. This past year, several cities in the eastern part of the State jumped the gun and began d.s.t. on the same date as Wisconsin, our eastern neighbor, started d.s.t. This prompted one Minnesota paper to write that: "Convicts do time; soldiers do double time; Minnesotans do triple time." For a while we had central standard time, daylight saving time, and extended daylight saving time.

I would now like to recall for the committee our worst experience with time confusion—a real "Tale of Two Cities" to quote Charles Dickens. On May 9 last year, our capital city, St. Paul, decided to go on d.s.t. 2 weeks ahead of the statewide changeover date. The confusion that resulted is almost indescribable:

- (1) All of the State offices located in St. Paul remained on standard time.
- (2) The St. Paul police were writing out parking tickets on standard time while the firemen were fighting fires on daylight saving time.
- (3) The city council which voted d.s.t. convened for its regular meeting under a clock that was on standard time because all of the courthouses remained in standard time.

This confusion was compounded by the fact that the Twin City of Minneapolis, which I represent, remained on standard time. For a while you could lose an hour just by going across the bridge. Or, if you were not careful, you could get caught in two 5 o'clock rush hour traffic jams instead of the usual one.

All this was made worse by fact that some of the suburbs went on d.s.t. with St. Paul, while some remained on standard time.

Throughout this entire episode our State legislature was unable to approve a bill which would have resolved these problems. I am told by some of my colleagues that they have had the same experience in their States. It is for this reason that I strongly believe we need Federal legislation to provide a uniform period for d.s.t.

Mr. Chairman, I would like to emphasize that my interest is in uniformity. The virtues of local autonomy are many, but to the businessman or commuter or tourist, the varying dates of changeover must seem like idle caprice. I do not want to force any State to go on d.s.t. if it does not choose to do so at this time. The beginning and ending dates proposed by me reflect the practices of the majority of the States.

I think the proposals that have been made by myself and others are not an undue intrusion on local law and autonomy. In my own State of Minnesota, a statewide poll in 1964 showed that a majority of Minnesotans favored congressional action to decide dates for d.s.t.

As a result Minnesota residents are asking the Federal Government to set a uniform period for daylight saving. This is true for both those who support and those who oppose having daylight saving time in Minnesota at all. I ask that the results of this poll as published in the Minneapolis Tribune on June 14, 1964, be made a part of this record (see app. A).

Uniformity in time would result in cost savings to airlines, bus lines, and railroads as the need to change schedules would become less frequent. It would eliminate some annoying time confusion for the traveler, whether he is going by automobile or public transportation. Broadcasting and communications in general would also benefit.

The Federal Government is responsible for the well-being of all its citizens. It is concerned with economic waste wherever it appears. Especially now when we are financing a great military commitment in Vietnam and continuing to provide for the much needed programs of the Great Society, we cannot afford to waste the resources of our country. This is particularly true when the cause of the waste can easily be corrected. For this reason, I have sponsored legislation to provide a uniform period of d.s.t. I urge its immediate adoption to correct current anomalies and to provide one future uniform daylight saving time period.

APPENDIX A

MINNESOTA POLL: 58 PERCENT SAY CONGRESS SHOULD DECIDE DATES FOR DAYLIGHT SAVING

(Copyright 1964, Minneapolis Star & Tribune Co.)

Minnesotans are divided on whether to start daylight saving time (d.s.t.) in late April or in late May, but a majority of State residents think it would be better if Congress set uniform limits for all States who use it.

In a statewide survey by the Minneapolis Tribune's Minnesota poll, 58 percent of the people interviewed favor having Congress establish uniform dates for daylight time.

More than a third of the men and women (35 percent) think each State should make that decision rather than Congress. Seven percent either offer other suggestions, such as dropping daylight time altogether, or have no opinion.

On the question of when to start advanced time, 43 percent of the people prefer late April and 45 percent favor late May.

The switchover to daylight saving time in Minnesota was complicated this year because some communities like Duluth and Winona started 4 weeks ahead of the official date.

That development led Representative Donald Fraser, of Minneapolis, to introduce a bill in the U.S. House of Representatives calling for daylight time to begin each year on the last Sunday in April and continue until the last Sunday in October. His bill would apply just to daylight saving time States.

Interviewing in the survey was done in late May, right at the time most Minnesotans were advancing their clocks ahead 1 hour. A representative sampling of 600 men and women was asked :

"On the whole, do you like or dislike having daylight saving time during the summer months?"

The replies :

[In percent]

	Total	Men	Women
Like daylight time.....	61	68	54
Dislike it.....	32	28	37
No opinion.....	7	4	9
Total.....	100	100	100

As has been indicated in several past Minnesota poll surveys, strongest support for daylight saving time is voiced by people in the 21 to 39 age range (73 percent like it), and by residents of Minneapolis, St. Paul, and Duluth (also 73 percent).

Twice as many farm residents dislike fast time (67 percent do) as like it (30 percent).

People also were asked :

"Minnesota officially begins daylight saving time each year on the fourth Sunday in May. In many parts of the United States, it begins in late April. If you had to choose, would you prefer to have Minnesota go on daylight time in late April, or wait until late May?"

Men and women fail to see eye to eye on this question :

[In percent]

	Total	Men	Women
Start late in April.....	43	53	34
Late May.....	45	36	54
Other answers.....	5	4	5
No opinion.....	7	7	7
Total.....	100	100	100

Six out of ten adults who like daylight time (61 percent) favor starting it in late April; a higher proportion who dislike it (64 percent) prefer keeping the late May starting date.

The final question in the series was :

"Which do you think is better—that Congress decide when daylight time should start and end for all States that use it, or that each State decide that for itself?"

The responses of different types of State residents :

[In percent]

	Let Con- gress decide	Let each State decide	Other and no opinion
All adults.....	58	35	7
Men.....	58	34	8
Women.....	59	35	6
Residents of Twin Cities and Duluth.....	61	34	5
Smaller cities.....	61	36	3
Town.....	64	25	11
Farm.....	42	47	11
People who:			
Like DST.....	60	36	4
Dislike DST.....	53	35	12

The CHAIRMAN. Thank you, Mr. Fraser.

Do you have any questions, Mr. Friedel?

Mr. FRIEDEL. No questions.

The CHAIRMAN. Mr. Younger?

Mr. YOUNGER. Thank you, Mr. Chairman. I have one question.

Do I understand that you advocate that the local community does not have to adopt daylight saving time if they do not want to?

Mr. FRASER. Yes, sir.

Mr. YOUNGER. But if they do adopt it, then it must be uniform?

Mr. FRASER. Yes, sir, with respect to the beginning——

Mr. YOUNGER. How does that stop confusion?

Mr. FRASER. Well, the truth of the matter is that it does not stop confusion, but it lessens it a great deal. I have come, in my years in legislative work, to accept what I think in this case would be three-quarters of the loaf. You are perfectly right that it does not end it, but it certainly reduces it a great deal.

The CHAIRMAN. Mr. Van Deerlin?

Mr. VAN DEERLIN. I have no questions, Mr. Chairman.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. No questions.

The CHAIRMAN. Mr. Mackay?

Mr. MACKAY. I have no questions.

The CHAIRMAN. We appreciate your taking the time to come before the committee to give us the benefit of your views. I think every Congressman confronts this, as does anyone who travels in the United States. I think it is important, although to some people it is just a matter of, as you say, trivial confusion. Often times substantial problems arise from the confusion arising from the lack of uniform time.

Mr. FRASER. Mr. Chairman, thank you. I did not mean to use the word "trivial." I think the confusion can be very real, but in response to this earlier question, I was only trying to indicate that our bills do not solve all the problems, but I think they would solve most of the problems that arise today.

Thank you, sir.

The CHAIRMAN. Thank you very much.

We will now hear the views of a distinguished visitor from the other House, Senator Cotton, of the Senate Commerce Committee.

STATEMENT OF HON. NORRIS COTTON, U.S. SENATOR FROM THE
STATE OF NEW HAMPSHIRE

MR. COTTON. Thank you, Mr. Chairman. It is indeed a pleasure to present my testimony on the occasion of your first hearing as chairman of this committee.

Twice each year millions of Americans are plagued with the annoying problems and confusions arising from the switch from standard time to daylight saving time and back again.

The problem is twofold. About half our citizens observe daylight time during the summer months—while the other half remains on standard time the year around. And, as if this were not confusing enough, the problem is compounded by the fact that those who observe daylight saving time start and stop on a bewildering multitude of dates.

This is a matter of widespread confusion and inconvenience. It imposes a costly and wasteful burden on many American industries and businesses, especially those in the transportation and communications fields. Testimony presented to the Senate Commerce Committee indicated that just to revise and republish the schedules and timetables of the buses, planes, and trains costs millions of dollars each year. For instance, witnesses before our committee from the bus lines estimated the added costs at \$1 million a year, while the extra expenses for the railroad industry were estimated at \$2 million a year. Neither the airlines nor the radio and TV people attempted to calculate the extra costs they must bear because of time confusion, but obviously it is substantial. No one knows, of course, the dollar cost of the missed appointments and wasted time of millions of individuals. Clearly, the problem is important enough to merit action by the Congress.

The matter could be solved by banning the use of daylight saving time and putting everyone on standard time the whole year, or, with equal effectiveness, the problem could be ended by enforcing nationwide daylight saving time. Neither of these solutions is sound nor realistic. Nearly 100 million Americans, 58 percent of our population, now observe daylight saving time, while 42 percent of the country remains on standard time all year. Nationwide uniformity could only be achieved by forcing daylight time on millions who have never indicated any desire for it, or by denying it to millions who have approved it, by overwhelming votes in many cases.

Rather than seek any such drastic solution, S. 1404 which Senator McGee and I introduced and which is now before the committee, seeks to provide uniformity only with respect to the dates for beginning and ending the observance of daylight saving time by those areas which observe it.

Under the bill those States or political subdivisions which adopt daylight saving time would be required to begin its observance at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

More than 90 percent of those who use daylight saving time already use these starting and stopping dates, and they would not be affected in any way by passage of S. 1404. Nor, of course, will those who

observe standard time all year be affected in any way by enactment of this legislation.

While its effect on the public generally will be minor, the bill will, nevertheless, eliminate the single most troublesome area of confusion in our present timekeeping system. As things stand today, 15 States began their observance of daylight saving time on the last Sunday in April. But in parts of 16 other States, daylight time started on some 11 different dates throughout the month of May and into early June. When fall comes, the switchback will come on a score of different dates ranging from August through October. Not even the 15 States starting together will end together. The bill will end this kind of clock madness.

It would achieve this desirable, and I believe, essential measure of uniformity with a minimum of fuss and feathers. Because the measure affects decisions to be made almost exclusively by States or their political subdivisions, I do not believe any enforcement provisions will be needed. The simple statement that Congress intends by this act to fix the changeover dates for all of those who chose to observe daylight saving time should be more than sufficient to end the current confusion in dates.

The bill would also make some relative technical, but long overdue changes, in the Standard Time Act of 1918, bringing it more in step with the needs of the 1960's. These changes include provisions which would: create new standard time zones for Alaska and Hawaii to bring within the scope of the law the time zones they now use; direct the Interstate Commerce Commission to foster and promote the adoption and observance of more uniform time standards throughout the country, and make the Administrative Procedures Act applicable to proceedings under the Standard Time Act.

Except for the wartime daylight saving time, Congress has not since 1918 attempted to do anything about our system. Millions of Americans have paid the price in extra expense and in inconvenience and confusion because we have not acted. Today we can act upon a simple, yet effective measure to bring a real measure of uniformity and consistency to our clocks.

I urge the committee to favorably report S. 1404.

The CHAIRMAN. Thank you, Senator Cotton.

Senator COTTON. Thank you for the opportunity, Mr. Chairman.

The CHAIRMAN. Next we shall hear from our colleague from Pennsylvania, the Honorable John Saylor. Mr. Saylor, we will be glad to hear you at this time.

STATEMENT OF HON. JOHN P. SAYLOR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. SAYLOR. Mr. Chairman, I should like to go on record in favor of legislation providing that Congress set the dates on which daylight saving time is to be observed by those States and other political subdivisions desiring to adopt it.

While there would no doubt be great advantages in having complete uniformity in all time zones throughout the year, I have no desire to impose such a system because of the hardship or inconvenience that might come to residents of areas who choose not to have daylight sav-

ing time. My interest is in eliminating the unnecessary confusion occasioned by the crazy quilt of time pockets resulting from what amounts to a local option concept of setting clocks.

Until Congress takes action, the 31 States which make a practice of observing daylight saving time could in theory schedule the change-over on 31 different dates. In actuality, 11 of these States start and stop fast time on a variety of dates. It has been pointed out that in a single State a traveler could be confronted with as many as 23 time changes because of the inconsistencies prevailing between daylight savings and standard time.

Not all of the confusion would be eliminated by the legislation which I recommend. Some communities would still prefer to remain on standard time while their neighbors put their clocks up an hour. Yet we could at least be sure that States and cities which switch to daylight saving would be doing so on a stipulated date.

The present situation cannot be tolerated any longer. Instant communication from coast to coast and speed in transportation demand that some semblance of uniformity replace the hodgepodge of time settings that bedevil the country each year come April and October. A mixup of an hour could interfere with the orderly transfer of military personnel; it could cost a boy in uniform an important part or all of his leave; it could mean an overnight delay in delivery of vital equipment. Finally, the prevailing system—or lack thereof—can be a source of inconvenience and irritation to millions who travel or make long-distance phone calls.

Mr. Chairman, I am confident that this committee will report favorably on this legislation. My hope is that it can be enacted into law in ample time to enable States and communities to play the change with the least possible disturbance.

The CHAIRMAN. We appreciate your appearance and views, Mr. Saylor.

Mr. SAYLOR. Thank you, Mr. Chairman.

The CHAIRMAN. The next witness is our colleague from New Mexico, the Honorable Johnny Walker.

STATEMENT OF HON. E. S. JOHNNY WALKER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW MEXICO

Mr. WALKER. Mr. Chairman, I wish to urge the favorable consideration by this committee of H.R. 6134, introduced by my able colleague, Mr. Fraser of Minnesota. This legislation would provide a specified time for the cities and States of our Nation who wish to observe daylight saving time.

The fact that at this particular time there is large variance of both the changing over as well as the reverting to standard time, has caused many great hardships. In addition to the personal inconvenience of the divergence of changeover times, there is also the aspect of the confusion that is caused in business.

The time provided for in the bill is, in my opinion, a very satisfactory time. Those States and cities wishing to advance their time would begin on the last Sunday in April, and the reversion would take place on the last Sunday in October.

In view of the great good that would be accomplished throughout our Nation by standardizing this changeover time, I respectfully urge that a favorable do-pass recommendation be given to this bill by your committee.

The CHAIRMAN. Thank you, Mr. Walker. As we have a number of witnesses ahead of us we appreciate the brevity of your statement.

Next we shall hear from the Honorable Edward Derwinski, who has introduced H.R. 9152.

**STATEMENT OF HON. EDWARD J. DERWINSKI, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF ILLINOIS**

Mr. DERWINSKI. Mr. Chairman, I urge favorable action by the committee on legislation to provide a uniform period for daylight saving time across the country.

Along with a number of other Members of the House, I have introduced a bill, H.R. 9152, for this purpose because I feel that the enactment of such legislation would be of such benefit to millions of American citizens, as well as organization and services now struggling to cope with the confusion we have at the present time.

My bill would only set a standard date for commencing and ending daylight saving time for those States and communities who wished to adopt it. Daylight saving time would begin on the last Sunday in April and end on the last Sunday in October of each year.

This system would eliminate the jumble of time changes now facing travelers, particularly during the periods when various States and communities are changing to and from daylight saving time. It would also alleviate the enormous expense which railroads, airlines, and other transportation media must bear during the time changes.

The legislation I am advocating would permit each State to decide whether it wanted to adopt daylight saving time and would merely standardize the dates on which it would begin and end for all sections of the country which chose to adopt it.

Mr. Chairman, I am convinced of the merits of legislation to provide a uniform period for daylight saving time and hope that it will receive favorable consideration by the committee and the Congress in this session.

The CHAIRMAN. Thank you also Mr. Derwinski, for your concise views.

Mr. DERWINSKI. Thank you, Mr. Chairman, for the opportunity.

The CHAIRMAN. We will now hear from the Honorable John Hansen.

**STATEMENT OF HON. JOHN R. HANSEN, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF IOWA**

Mr. HANSEN. Mr. Chairman and members of the Committee on Interstate and Foreign Commerce, I appreciate the opportunity to submit my testimony on the subject of establishing by legislative action a time uniformity for the United States.

Over the past several years we have seen in Iowa a hodgepodge of clock settings that has confused everyone. Each locality was a law

unto itself and a person traveling through the State could change times an untold number of times.

The action of the Iowa Legislature last year in setting up a uniform time for the entire State was one of the most appreciated actions by the citizens of the State. All of us knew that when a time was given it would be the same time as everyone else had. No more of the vast confusion that had reigned in years gone by.

Certainly, there are reasons for shortening the time period from April to October, and I feel these should be given careful consideration. But the clock confusion that is with us on a State-by-State basis could be cleared up by the enactment of a national time uniformity bill.

The problem is greater than just within the bounds of an individual State. The Seventh Congressional District of Iowa which I represent, borders on the State of Nebraska. Many of my constituents work in Nebraska. By law, Nebraska is not permitted to adopt daylight-saving time. The confusion and inconvenience this causes is hard to describe. School, shopping, and recreational activities are all adversely affected. A uniform time law would avoid this difficulty.

I urge the members of this committee to consider carefully these factors as you study the proposals on this matter. Thank you for the courtesy extended to me in allowing me to submit this comment.

The CHAIRMAN. Thank you, Mr. Hansen. We will now hear from the Honorable George Shipley, our colleague from the State of Illinois.

STATEMENT OF HON. GEORGE E. SHIPLEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. SHIPLEY. Mr. Chairman, a proper revision of the Standard Time Act of 1918 is not only long overdue but also essential for effective functioning in the jet age. As sponsor of H.R. 10573, I am grateful for the opportunity to testify in behalf of this bill.

Before 1883, every community established its own time according to the position of the sun. This plan was fine for isolated communities, but the United States was not then a nation of isolated communities. Railroads connected the cities, and the confusion that resulted from the conflict between local times finally prompted the General Time Convention of 1883. It was from this convention that standard time was adopted for the railroads and was used by the Federal Government and throughout the Nation. Although the 1883 convention established standard time, this standardization was not codified into Federal law until 35 years later, in 1918.

The 1918 law provided for four time zones in the continental United States and one time zone for Alaska. It provided that standard time should apply to interstate commerce, to officers and departments of the Federal Government, and to acts performed by and legal rights of persons subject to the jurisdiction of the Federal Government. And the Standard Time Act of 1918 failed to provide for its own enforcement.

Many things have changed since 1918. The country has grown to 50 States that are connected by the speed of a jetplane. It is true that we no longer have the confusion of a difference in minutes between the times of localities; however, confusion still exists.

Mr. Chairman, my proposal is simply a realistic modification of the 1918 law. It is meant to bring that law up to date and to eliminate the confusion that has resulted from local options in establishing time standards.

I first propose to amend the 1918 law by establishing two new time zones in Alaska and extending an existing time zone to include Hawaii. The International Conference held in Washington, D.C., in 1883, established a method of determining time for international purposes. This method was based on Greenwich, England as the prime meridian of longitude (0°) and divided the world into 24 zones of 15° of arc or 1 hour in time apart. The 1918 law adopted this principle by establishing the time in the continental United States according to the 75° of longitude west of Greenwich, the 90° , the 105° , and the 125° , all of which are multiples of 15. The logical scheme of 15° difference between time zones was abandoned in the establishment of the "fifth time zone, which shall include only Alaska, on the 150° ." Alaska does, in fact, use four time zones separated by the 120° of longitude west of Greenwich, the 135° , the 150° , and the 165° . Alaska uses this logical order, established by international agreement, in violation of the 1918 act. Hawaii, not covered by the 1918 law, uses the 150th meridian as the basis for its time. My proposal would legalize Alaska's four time zones and include Hawaii in the Standard Time Act. It would further designate the newly established fifth zone as U.S. Yukon time, rename the present fifth zone and proposed sixth zone as U.S. standard Alaska-Hawaii time, and designate the proposed seventh zone as U.S. standard-Bering time. The two new zones would thus be named and the present U.S. Alaska time zone would be renamed so that its name would indicate the proposed inclusion of Hawaii in this zone.

Section 2 of the present law provides that this law apply to interstate commerce, to Federal Government officers and departments, and to acts performed by and legal rights of persons within the jurisdiction of the Federal Government. Such application might have been sufficient in 1918. The practice that this law codified was proposed by the railroads, and they participated in interstate commerce. The passage of this bill, with its daylight saving time feature at that time, was important to the war effort, and this would concern Federal officers and departments. In any event the law was an improvement over the confusion that existed before 1883 and could have existed at a later date unless this law had been put into effect. But this application is not sufficient today. We do not live in a world of isolation; we live in a world of communication. We must provide for this fact. Let me give you an example of the problems that could arise in making a simple telephone call. If I wished to call someone in Richmond, Va., at noon on May 15, not only must I know that Richmond is in the eastern time zone, but I must also know that Richmond goes on daylight saving time on May 30. If I then wish to call someone in Arlington, Va., my knowledge of Richmond time is useless; for Arlington time is 1 hour later on May 15 although it is the same time on May 30. It should not be necessary for a man to keep by his phone a chart of every locality and its date of time change. Some order must be established, and my bill is to establish that order.

The provision of my proposal concerning section 2 of the present law would imply Federal preemption of the field of time legislation so that States could not have conflicting laws. This would eliminate the recurrence of a decision such as was advanced in *Massachusetts State Grange v. Benton* (1925), F. 2d 515, in which the Massachusetts Daylight Saving Act was judged constitutional because the wording of section 2 of the Standard Time Act of 1918 did not preclude State action on the same subject matter. The constitutional justification for the extension of this law "for all purposes" is in article I, section 8, of the Constitution, which provides Congress with the authority to "fix the standard of weights and measures."

My final proposal provides for the enforcement of this law. The Interstate Commerce Commission, which is in charge of the administration of this act, has repeatedly asked Congress to reexamine the act and make some provision for the administration or enforcement of the act. It seems strange that the Standard Time Act has been in effect since 1918; yet no provision has been made for its enforcement. Certainly, an unenforceable law is little better than no law at all. The suggestion of standard time was initiated in 1883. The present law merely reaffirms that suggestion. If we are to eliminate confusion, we must have a strong law, an enforceable law—and that law must be enforced.

The CHAIRMAN. Are there any questions? If not, we thank you for your testimony, Mr. Shipley.

Mr. SHIPLEY. Thank you for the opportunity, Mr. Chairman.

The CHAIRMAN. The next witness is our colleague from California, the Honorable James Corman.

STATEMENT OF HON. JAMES C. CORMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. CORMAN. Mr. Chairman, the patchwork manner in which daylight saving time is now observed means that America has uniform time for only 5 months of each year—from October to April. The other 7 months we spend in a state of confusion, as far as time is concerned, because of the many different time laws, standards, and practices permitted in the United States.

The self-inflicted burden of confusion is close to a national disgrace.

The Congress now holds the power to correct this situation by passing the pending legislation, which would at least fix the starting and ending dates for daylight saving time by making the last Sundays of April and October the mandatory switchovers.

I support this legislation strongly and hope the House acts on it this year.

One important point should be noted: While fixing the start and end of daylight saving time, the pending legislation does not in any way affect State-level and local-level decisions on whether to utilize daylight saving time at all. The integrity of local and State authority over daylight saving time thus remains unimpaired.

This is not a daylight saving time bill. This is not a Federal grab for more power. This is merely a bill to bring a measure of order out of the chaos created by our nonsensical time practices. This is perhaps the only piece of legislation that directly affects the daily life of every

American. I believe that fact should spur the House to enact the legislation.

The CHAIRMAN. Thank you for your views, Mr. Corman.

We will now hear from the Honorable Kenneth Gray, sponsor of a bill now before this committee. Mr. Gray, we welcome you to the committee.

STATEMENT OF HON. KENNETH J. GRAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. GRAY. Mr. Chairman, I deeply appreciate the opportunity of appearing before your committee in behalf of legislation I introduced early in the first session of this Congress, H.R. 2424, to amend the Standard Time Act so as to provide that standard time shall be the measure of time for all purposes.

Mr. Chairman, before I begin my remarks in behalf of H.R. 2424, I would like to thank you and the members of the committee for scheduling these hearings. I realize this legislation has been somewhat controversial because many people like fast time for the convenience of playing sports during the daylight hours and for other reasons. However, I believe that the extreme hardship, loss of life, and other factors are more impelling reasons for adopting a standard time in this country. Yes, Mr. Chairman, I say loss of life, because many people trying to meet the schedules of travel or of meetings, find that the time has advanced in another city and not having allowed themselves an extra hour or two, rush unnecessarily. I have heard of instances that resulted in the loss of life.

I believe the greatest inconvenience being placed on our citizens is that being placed on our schoolchildren of America. Thousands of young boys and girls are forced to stand out on the rural roadways of America, before daylight, waiting on the schoolbus to pick them up. To me this is much more important than having an extra hour for someone to play golf in the afternoon.

Mr. Chairman, the national chairman of the Citizens for Standard Time comes from my congressional district, Mr. H. H. Horner, Route 2, Murphysboro, Ill. Another staunch fighter for standard time on the national level is Mrs. Ray Thies, of Campbell Hill, Ill. Both of these friends and constituents have sent me thousands upon thousands of signatures from people all over southern Illinois and from other parts of the Nation strongly urging Congress to amend the Standard Time Act of March 19, 1918, to provide standard time throughout the United States. I would be happy to supply the committee with these petitions containing thousands of signatures. However, I am sure your files are filled with copies of these petitions. Therefore, I will not burden you and your record with these names. However, should you need them I will be glad to turn them over to the committee.

It would appear to me, Mr. Chairman, that it would be a very simple matter for people to adjust their starting time for meetings, and so forth, to coincide with the most convenient time to suit their needs. If it is found to be inconveniencing anyone by standardizing the time, they need only to adjust their schedule instead of their clocks.

To inconvenience many for the accommodation of a few doesn't make sense to me. Putting it simply, standard time is God's time. Let's revert to it. I know in the wisdom of your committee you will do what is just and right.

The CHAIRMAN. Thank you, Mr. Gray. We appreciate your testimony.

At this time, we have the Chairman of the Interstate Commerce Commission, Mr. John W. Bush.

We are very happy to have you come this morning to represent your organization and to give us the benefit of your views. I am sure that the committee is deeply appreciative of the fact that you would take the time to come up and see us.

If you would take the stand and proceed, I might say to you that I have to go to the Rules Committee, so I shall leave right away and come back.

STATEMENT OF HON. JOHN W. BUSH, CHAIRMAN, INTERSTATE COMMERCE COMMISSION; ACCOMPANIED BY JANICE ROSENAK, ATTORNEY, INTERSTATE COMMERCE COMMISSION

Mr. BUSH. Mr. Chairman, members of the committee, my name is John W. Bush. I am the Chairman of the Interstate Commerce Commission and have served in that capacity since January 1, 1966.

First, before you leave, I would like to say that it is a great honor. This is my first appearance before any of the committees of Congress and to have this privilege on my first appearance, to appear before you in this committee, is really a great honor. I know you have to leave and I wanted to tell you that.

The CHAIRMAN. I might add to you that this is my first committee meeting in which I have been chairman.

Mr. BUSH. It is a good omen and a good start.

The CHAIRMAN. Thank you. I shall be back to see you, if possible.

Mr. FRIEDEL (presiding). I hope you feel right at home, Mr. Bush. If you would proceed, please.

Mr. BUSH. Taking my cue from Congressman Fraser, I am going to skip the reading of the first few pages of this report, because it is a summary of the testimony which I know you will be hearing from a good many sources.

Mr. FRIEDEL. The whole statement will be printed in the record.

Mr. BUSH. Thank you.

I shall go over to page 4 of my statement, the first full paragraph.

There are three major deficiencies in the Standard Time Act. First, the act contains no provisions for enforcement and no penalties for violation of the standard time prescribed. Secondly, the decision to adopt daylight saving time or to remain on standard time is left to the States and local communities. Thirdly, those States and local communities which do adopt daylight saving time determine its duration.

H.R. 7167, which implements our recommendation, would (a) prescribe standard time zones with authority to enforce the standard time provisions, (b) authorize the appropriate agency to determine whether a zone or part of a zone should go on daylight time, and (c) prescribe a uniform duration of daylight saving time.

That is the crux of the bill which we had submitted as a recommendation.

Section 7 of H.R. 7167 would authorize the administering agency to establish daylight-saving time for an entire zone or portion of any zone when desirable in the public interest. Daylight-saving time would not be prescribed for a zone or a portion of a zone unless a public demand for a faster time is manifested.

I might say before I leave hours that I am going to request that a detailed statement of our recommendation be inserted in the record at this point, and I shall only mention the major provisions.

Mr. FRIEDEL. With no objection, it is so ordered.

(The document referred to follows:)

RECOMMENDATION No. 19

This proposed bill would give effect to legislative recommendation No. 19 of the Interstate Commerce Commission as set forth on page 73 of its 78th annual report as follows:

"We recommend that a uniform system of time standards and measurement be established for the United States; that the observance of such time standards be required for all purposes; that careful consideration be given to the question of whether the Commission is the most appropriate agency to administer the provisions of any future law relating to standard time; and in the event the present Standard Time Act (15 U.S.C. 261-264) is not changed or amended so as to provide a more efficient and effective system of time regulation, that the Commission be relieved of the responsibility for its administration."

A BILL To establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1965".

SEC. 2. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, the territory of the United States shall be divided into eight time zones in the manner provided in this Act.

SEC. 3. The general zone system of standard time, under which the local standard time is determined in relation to the mean solar time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

SEC. 4. The standard time based on the mean solar time of the sixtieth degree of longitude west from Greenwich shall be known and designated as Atlantic standard time; that of the seventy-fifth degree as eastern standard time; that of the ninetieth degree as central standard time; that of the one hundred and fifth degree as mountain standard time; that of the one hundred and twentieth degree as Pacific standard time; that of the one hundred and thirty-fifth degree as Yukon standard time; that of the one hundred and fiftieth degree as Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as Bering standard time.

SEC. 5. (a) The boundaries of each zone shall be defined by an order of [the Agency designated by Congress to administer the provisions of this Act, hereafter referred to as the "Agency"] and may be modified from time to time.

(b) Determinations of zone boundaries heretofore made by the Interstate Commerce Commission and in effect on the effective date of this Act and zone boundaries prevailing on such date with respect to Alaska and Hawaii shall continue in effect until modified or changed by an order of the Agency.

SEC. 6. (a) In determining the boundaries of the several zones the Agency shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, shall follow natural or well-known boundaries, and shall be placed where, in the judgment of the Agency, they best promote the safety, convenience, and welfare of the country as a whole.

(b) Except as provided in subsection (c) of this section and in section 7, the Agency shall not include in any zone a point or area for which the standard time of the zone would be more than one hour ahead or behind local mean solar time.

(c) The provisions of subsection (b) shall not apply in Alaska or Hawaii, and the western boundary of the zone observing Bering standard time shall extend to the international dateline.

SEC. 7. (a) In the case of any zone, or any one contiguous portion of any zone having boundaries determined by the Agency (hereafter in this Act referred to as a "subzone"), the Agency may determine that in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, such zone or subzone, as the case may be, shall be on advanced time and shall be transferred to and made a part of the zone immediately to the east, and the legal time of such zone or subzone shall be the standard time of the zone into which it is temporarily so transferred. The Agency shall not place any zone or subzone on such advanced time if it includes a point or area for which the standard time of the zone to the east, to which the zone or subzone is temporarily transferred, would be more than one hour and thirty minutes ahead of local mean solar time for such zone to the east. The boundary of any subzone shall be placed where, in the judgment of the Agency, it best promotes the safety, convenience, and welfare of the country as a whole, taking into consideration the desires of those affected and the appropriateness of the advanced time for the areas concerned. The Agency shall consult with the Governor of any State affected before determining the boundaries of any subzone.

(b) Until such time as a determination of the Agency to place or not to place any zone or any subzone thereof on advanced time as provided in subsection (a) of this section has become final, "daylight saving" or other advanced time may continue to be observed in such zone or in any portion thereof, but only if such "daylight saving" or other advanced time commences at 2 o'clock antemeridian on the last Sunday in April of the year involved and ends at 2 o'clock antemeridian on the last Sunday of October of such year.

SEC. 8. (a) Before determining or changing the boundaries of any zone or subzone, the Agency shall afford interested persons notice and an opportunity for a hearing.

(b) Any person, organization, or State or political subdivision thereof may file with the Agency a petition seeking the establishment or change of the boundaries of a zone or a subzone. The Agency may deny any such petition or grant such relief as it finds justified in the public interest.

SEC. 9. (a) Except as provided in subsection (b) of this section and between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian on the last Sunday in October in areas to which section 7(b) of this Act applies, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency, and shall be observed by all persons in civil and business relations with the public.

(b) Subject to the prior approval of the Agency and notwithstanding any provision of this Act, any standard of time differing from that of the zone may be used in marine and air navigation, air traffic control and related activities, railroad operations having regard to the convenience of commerce and the junction points and the division points of common carriers engaged in interstate or foreign commerce, the specialized needs of the military services, or for scientific purposes. The Agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In any case in which the Agency permits the use of other than standard time under the provisions of this subsection, it may impose such reasonable conditions as it deems desirable to protect the public from confusion and inconvenience.

SEC. 10. In all laws, statutes, ordinances, orders, rules, and regulations relating to—

- (1) the time of performance of any act by any agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency;
 - (2) the time when any right shall mature or terminate; or
 - (3) the time when any act shall or shall not be performed;
- the time specified shall be the standard time of the zone within which the right is to mature or terminate or the act is to be performed or not performed.

SEC. 11. The Agency is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Agency, it shall be the duty of any United States attorney to whom the Agency may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for punishment of all violations thereof.

SEC. 12. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine or not more than \$250. Each day of such violation shall constitute a separate offense.

SEC. 13. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the Agency or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation requirement, or order and enjoining upon him or it obedience thereto.

SEC. 14. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$100 for each such offense, and, in the case of a continuing violation, not to exceed \$50 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the Agency, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found. All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 15. Nothing in this Act shall be construed to prevent any State or political subdivision thereof from adopting by statute or local ordinance the standard or standards of time provided under this Act for the zone or zones (as defined by the orders of the Agency) in which such State or subdivision is located, or from enforcing by any lawful means the observance of such standard or standards within such State or subdivision thereof.

SEC. 16. The Agency may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 17. As used in this Act, the term "State" includes the District of Columbia and the Commonwealth of Puerto Rico.

SEC. 18. (a) Effective as of 2 o'clock antemeridian January 1, 1966, the following Acts are repealed:

(1) The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (15 U.S.C. 261-264, inclusive).

(2) The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

(b) Effective as of the time that a determination of the Commission that the eastern standard time zone or a subzone thereof shall be on advanced time pursuant to section 8(a) of this Act becomes final, the Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight saving time in the District", approved April 28, 1953 (D.C. Code, sec. 28-2804), is repealed.

SEC. 19. Except as provided in section 18(b), this Act shall take effect at 2 o'clock antemeridian on January 1, 1966.

JUSTIFICATION

The present Standard Time Act was enacted by Congress in 1918 largely in response to an immediate need for increased national efficiency during World War I. Its stated purpose "To save daylight and to provide standard time for the United States," coupled with an injunction directing the Interstate Com-

merce Commission to define the limits of the zones "having regard for the convenience of commerce" (not just interstate commerce) and a requirement that standard time be observed in relation to acts required to be performed "by any person subject to the jurisdiction of the United States," was thought to evince the intent of Congress to fix standards of time for all purposes.

For a brief period, the standards of time prescribed under the act were universally observed despite the fact that it contains no enforcement procedure or penalty provisions. The daylight-saving feature, however, was repealed in 1919 over President Wilson's veto, and shortly thereafter the Commission began to experience difficulty due to the limited scope of the act and the tendency of individual States and cities to exercise a claimed right of local option. Thus, local daylight-saving time, adopted at first by Boston, New York, and Chicago, gradually spread to many other cities and towns in the East and Midwest. In a suit to enjoin the authorities of Massachusetts from enforcing the observance of an advanced time standard, a Federal district court held that, in enacting the Standard Time Act, Congress had not fully occupied the time field and, consequently, that there was no necessary conflict between that act and the enforcement of a different standard of time designed for purposes other than those specified in the act. See *Massachusetts State Grange v. Benton*, 10 F. (2d) 515, *Aff'd. sub nom. Mass. State Grange v. Benton*, 272 U.S. 525 (1926).

With the way open to States and individual communities to act independently, an ever-increasing confusion and conflict of time standards has developed; and, in an era characterized by jet speed and remarkable advances in space technology, this condition has become particularly aggravated and, therefore, potentially dangerous.

The situation in Indiana, as depicted in *Standard Time Zone Investigation*, 314 I.C.C. 101 (126-129), decided June 6, 1961, provides a pointed illustration of the problem. There, among other things, the evidence details the difficulties experienced by numerous commercial, communications, and transport concerns as well as the extreme confusion attending the arrival and departure of air flights at the Indianapolis airport.

For many years, annual reports of the Interstate Commerce Commission have directed the attention of Congress to the need for additional time legislation; and, at the same time, in proceedings held under the act, we have earnestly endeavored to find a solution to the numerous conflicts caused by the action of State or local authorities in changing local time standards. The pattern is usually the same. A shift in local time brings a flood of complaints and petitions for a change in the zone boundaries or for some action restoring the former situation, which finally impel a reopening of the proceeding for reconsideration. Thus, the Commission is repeatedly injected into bitter local controversies without power to resolve them with any reasonable regard for the convenience and safety of the area as a whole. If it is found that the requested change would not enhance the convenience of commerce, a denial of the petition, in most instances, merely perpetuates the existing conflict and causes it to spread to additional areas. On the other hand, a grant of the relief sought often produces a similar outcome, since the resulting mutation of boundaries creates inconvenience in adjacent areas and, thereby, precipitates other independent local changes followed by further complaints and petitions for further modifications.

The Commission's experience amply demonstrates that any attempt to confine the application of the standard of time solely to Federal matters or to interstate commerce, while local matters or intrastate commerce are governed by a different standard, is bound to result in chaos. The original idea of Congress that a Federal standard would dominate and control local time has not been borne out in practice. Instead, the conflict between Federal and local standards is usually resolved by the observance of local time by Federal officers and establishments.

In effect, therefore, and in the absence of any enforcement or penalty provisions, our determinations under the Standard Time Act serve merely to establish (1) a convenient standard of time which interstate common carriers may use, if they desire to conform to the law, and (2) a rule of statutory interpretation which comes into play only when a Federal statute, order, rule, or regulation requires that a particular act be done, or that a right shall accrue or determine, at a specified time. Any additional effect our determinations may have is largely due to voluntary acceptance by some State and local governments or by local usage.

The Commission has consistently taken the position that the inconvenience and confusion caused by the proliferation of different time standards adequately

justifies the complete occupancy by Congress of the field of standard time regulation. In correcting this situation, we believe that Congress need not rely solely upon the commerce clause, since, in the opinion of the Commission, other clauses of the Constitution, particularly the standards of weights and measures clause, grant Congress the power to prescribe a uniform system of standard time for the country which is not limited to matters relating to interstate commerce or foreign commerce.

In its current annual report, this Commission has reiterated its prior recommendations that the scope of the Standard Time Act be broadened by providing that the standard time of the zone shall be the exclusive measure of time and by adding more definite standards, requirements for observance, penalties for violation, and provisions for administration and enforcement. The proposed bill has been drawn to accomplish these purposes.

Before discussing the particular provisions of the draft bill, we wish to point out that the Commission is not unanimous concerning the propriety of its initiating comprehensive legislation on time matters, the ramifications of which extend far beyond matters relating to surface transportation. We are agreed, however, both as to the need for some additional time legislation and for a redetermination by Congress as to whether the Commission is the most appropriate agency to administer present or future legislation relating to standard time.

The general intent of the draft bill—to provide a uniform system of time standards and measurement for the United States—is stated in section 2.

It is desirable expressly to recognize that the time zones designated for the United States are parts of the international system of 24 zones stretching from Greenwich east and west around the world, as is done in section 3.

Section 4 of the bill would provide three new standard time zones. Of the five existing zones, four (eastern, central, mountain, and Pacific) would be retained and the fifth (Alaska) would be subdivided and replaced by three new zones (designated as Yukon, Alaska-Hawaii, and Bering, respectively). The intent is to cover Alaska and Hawaii adequately. In addition, a new zone to the east (the "Atlantic standard time zone"), would be created. It is not intended that this zone will embrace any mainland area. Rather, this zone will be used during the summer months to describe that portion of the eastern standard time zone designated to take an advanced standard of time during a portion of the year.

Section 6 follows the present act and authorizes the "agency" designated as administrator to define the limits of the zones and to modify them from time to time. Subparagraph (b) would continue existing boundaries until changed.

Section 6 includes a number of general principles which the Commission has found useful in determining the zone boundaries in the past. This section also provides that, in fixing the boundaries, the designated agency shall not include in any zone a point or area for which the standard time would be more than 30 minutes slower or 1 hour faster than sun time. This is intended to be a desirable limitation on the discretion of the administering agency in designating zone boundaries, and is designed to insure that areas embraced within the zones will be governed by at least a reasonable approximation of sun time.

The principal features of the bill are contained in section 7. This section would authorize the administering agency, where desirable in the public interest, to establish for an entire zone or any one contiguous portion of any zone an "advanced" standard of time (the equivalent of daylight saving time) during the longer summer days. That portion of each zone which is not designated to take an advanced standard of time would maintain standard time throughout the year. Accordingly, this section introduces a measure of flexibility into, and stands midway between, prior legislative proposals which would impose either year-round nationwide standard time or nationwide standard time coupled with a provision for mandatory nationwide daylight saving time during a portion of the year. Under section 7, in those zones or portions of zones where no popular demand for a faster standard of time is manifested, none will be provided.

Section 7 would also accomplish another important objective. In place of the present chaotic situation in which individual States (and, indeed, individual communities) act independently in determining the date on which they will transfer to and from daylight saving time, it would provide uniform switch over dates. Thus, section 7 specifies that the period of advanced time will be between the last Sunday in April and the last Sunday in October.

Finally, enactment of this section would result in a much needed simplification of zone designations. At the present time, the designations "eastern time" and "central daylight saving time" each refer to the time standard applicable to the 75th degree of longitude. Similarly, the designation "central time" and "mountain daylight saving time," and "mountain time" and "Pacific daylight-saving time," refer to the time standards of the 90th and 105th degrees, respectively. This situation results in needless confusion and would be remedied by the instant bill. Thus, and notwithstanding the fact that the bill provides for advanced standards of time, the name-designations of areas governed by the time standard of the same degree of longitude remain unchanged throughout the year. This is accomplished by temporarily transferring to the standard time zone "immediately to the east" those areas designated to take an advanced standard of time.

Sections 8 and 16 would authorize the administering agency to receive and hear petitions as to the time zones, to conduct public hearings, and to issue reports, orders, maps, and other information pertaining to standard time zones for public information and use. The present act contains no similar provisions.

Sections 9 and 10 contain important provisions making the standard time of the zone the exclusive measure of time for the transaction of all public business by the Federal or State Governments and by all persons in their business relations with the public, except for scientific purposes or for other purposes expressly exempted by the administering agency under a provision designed to foster and protect the public interest.

Provisions for the execution and enforcement of this bill, entirely absent from the present act, are provided in sections 11 through 14. These include injunctive relief, civil forfeitures, and fines for willful violations.

Section 15 affirmatively indicates that States are not prohibited from enacting and enforcing statutes which adopt the Federal standards. This provision gives recognition to the fact that effective enforcement will best be achieved by State and local action, and is intended to provide a strong inducement to the administering agency to accord careful consideration to the desires of the States in fixing zone boundaries.

In summary, the proposed bill would provide for the United States a stable and orderly system of time characterized by clearly defined boundaries and truly geared to the vastly accelerated tempo of the age in which we live. Accordingly, it is recommended that this bill be enacted substantially in its present form.

Finally, it must be observed that the Commission's experience indicates that the convenience of transportation is only one of the many considerations in time-zone hearings, and that the major portion of the testimony adduced at such hearings is elicited from a broad spectrum of sources, including representatives of Federal, State, county, and municipal governments, banks, brokers, insurance companies, manufacturers, mining companies, refineries, wholesale and retail dealers, radio and television broadcasters, telephone and telegraph companies, newspapers, lawyers, doctors, hospitals, tour bureaus, school boards, farmers, stock breeders, and dairymen. For this reason, it is also recommended that careful consideration be given to the question of whether the Interstate Commerce Commission is the most appropriate agency to administer the provisions of any future law relating to standard time.

Mr. BUSH. At present, individual States and individual communities act independently in determining the date on which they will transfer to and from daylight saving time. This results in a chaotic situation. Section 7 would provide uniform switchover dates by requiring that daylight saving time would be observed between the last Sunday in April and the last Sunday in October.

Sections 9 and 10 contain provisions making the standard time of the zone the exclusive measure of time for the transaction of all public business by the Federal or State Governments and by all persons in their business relations with the public. The administering agency would be authorized to exempt certain activities from the observance of the standard time in a particular zone when necessary to foster and protect the public interest.

Enforcement provisions, entirely absent from the present act, are provided in sections 11 through 14. These include injunctive relief, civil forfeitures, and fines for willful violations. In summary, H.R. 7167 would provide a stable and orderly system of time, characterized by clearly defined boundaries and truly geared to the vastly accelerated tempo of the age in which we live.

H.R. 6785 is a less comprehensive bill, but would remedy two major deficiencies in the Standard Time Act. First, it would cure the lack of uniformity in commencing and ending daylight saving time in those States and local communities which choose to observe it. Secondly, H.R. 6785 would provide an adequate remedy against any State or local community which advanced the standard time in a manner not authorized by the bill.

H.R. 6785 provides that whenever any State, political subdivision, or the District of Columbia adopts daylight saving time, such time is to commence on the last Sunday in April and end on the last Sunday in October. To encourage widespread observance of daylight time, when adopted by local jurisdictions, such time would be made the exclusive time for the transaction of all public business by any department, agent, employee, or representative thereof. To enforce the uniform period for advanced time, the Commission would be authorized to apply to a U.S. district court for an injunction to restrain violations.

If H.R. 6785 is approved, the Commission does not anticipate any difficulty in enforcing its provisions. In fact, it would seldom be necessary, in our opinion, to institute civil injunction proceedings against State and local officials. One reason is that under H.R. 6785 States and local communities retain the important power of deciding whether or not to advance the standard time otherwise applicable.

S. 1404 is similar to H.R. 6785. The major difference is that S. 1404 does not contain the enforcement provisions which are contained in section 3(c) and section 4 of H.R. 6785. S. 1404 does not authorize the Interstate Commerce Commission to apply to the district courts of the United States for the enforcement of the daylight saving provisions. Section 4 of S. 1404 provides that the time observed by the departments and agencies of the United States shall "insofar as practical, be the prevailing established time, including daylight saving time where established, of the area." Section 4 of H.R. 6785 provides that when daylight saving time is adopted, it shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department or agency of the United States. The Commission prefers the stronger enforcement provisions in H.R. 6785.

The last paragraph of our statement indicated that we preferred our own recommendation, H.R. 7167, and that we supported H.R. 6785 and S. 1404 because their enactment would contribute significantly to the achievement of greater uniformity of time throughout the United States. However, Mr. Chairman, I have decided to scratch that as our recommendation and to say to you that to go back to the first full paragraph of our testimony, which is included, but which I shall repeat here, I appreciate the opportunity to testify on behalf of the Commission on H.R. 6785, introduced by the chairman, H.R. 7167, introduced by Mr. Macdonald, and 7167, which implements our legislative recommendation No. 19 in the Commission's 78th

annual report, and S. 1404, which has passed the Senate. So the Commission would like to support and recommend those, or whatever, in your good judgment, Congress decides.

(The complete statement of Mr. Bush follows:)

STATEMENT OF JOHN W. BUSH, CHAIRMAN, INTERSTATE COMMERCE COMMISSION

Mr. Chairman, members of the committee, my name is John W. Bush. I am the Chairman of the Interstate Commerce Commission and have served in that capacity since January 1, 1966.

I appreciate this opportunity to testify on behalf of the Commission on H.R. 6785, introduced by you, Mr. Chairman, H.R. 7167, which implements our legislative recommendation No. 19 in the Commission's 78th annual report, and S. 1404, which has passed the Senate.

The Commission recognizes the need for legislation to establish more uniform time standards and to create additional time zones for Alaska and Hawaii. In legislative recommendation No. 19 in our 78th annual report to the Congress, we recommended legislation for the establishment and enforcement of uniform time standards.

Prior to 1883, there were no established standards of time in the United States. In that year, the railroads created 4 time zones to eliminate the confusion caused by more than 100 local sun times then being observed at their terminals throughout the country. From 1883 to 1918 the influence of railroad time was so strong that the four-zone system gained widespread public acceptance.

The first Federal legislation on the subject was the Standard Time Act of March 19, 1918. This act adopted the eastern, central, mountain, and Pacific time zones then in existence and created a fifth time zone for Alaska. The Interstate Commerce Commission was authorized to define the boundaries of each zone. In addition, the Standard Time Act provided that the standard time of each zone should be advanced 1 hour for 7 months of each year beginning on the last Sunday in March and ending on the last Sunday in October. The daylight saving provision was designed primarily to conserve fuel and thus to aid the war effort. On August 20, 1919, the daylight saving provision of the Standard Time Act was repealed. National daylight saving time ended on the last Sunday in October of that year.

From 1920 to 1940, many States and municipalities, by statute or local ordinance, provided for local daylight saving. By 1940, daylight saving time was generally observed in New England, in numerous cities and towns in the Middle Atlantic States and in Illinois and Indiana, and at scattered points in the border and Southeastern States.

During most of World War II, from February 9, 1942, to September 30, 1945, the standard time of each zone was advanced 1 hour by act of Congress. This second enactment of national daylight saving time, called "war time," required adherence to such time throughout the entire year.

Since World War II, there has been a growing trend to daylight saving. In 1963, all or portions of 28 States and the District of Columbia, comprising a majority of the Nation's population, observed daylight saving time. However, the periods of daylight saving time are not uniform. A 6-month period, from the last Sunday in April to the last Sunday in October has been adopted in the New England States, New York, New Jersey, and several other States, but in a majority of the States observing daylight saving time, different changeover dates exist.

The principal cause of time confusion in the United States is the lack of effective limitations on the power of States and local communities to adopt the time standard they prefer. This power of the States and local communities exists because the Congress has not exercised to any significant extent its power under the commerce and weights and measures clauses of the Constitution to establish and to enforce a reasonable degree of time uniformity. See *Massachusetts State Grange v. Benton*, 10 F. 2d 515, aff'd, 272 U.S. 525 (1926). With States and local communities able to act independently, the resulting conflict and confusion about time has grown progressively worse. The lack of uniformity has been made more intolerable by the growing speed of transportation and communication.

There are three major deficiencies in the Standard Time Act. First, the act contains no provisions for enforcement and no penalties for violation of the

standard time prescribed. Second, the decision to adopt daylight saving time or to remain on standard time is left to the States and local communities. Third, those States and local communities which do adopt daylight saving time determine its duration.

H.R. 7167, which implements our recommendation, would (a) prescribe standard time zones with authority to enforce the standard time provisions, (b) authorize the appropriate agency to determine whether zone or part of a zone should go on daylight time, and (c) prescribe a uniform duration of daylight saving time.

Section 7 of H.R. 7167 would authorize the administering agency to establish daylight saving time for an entire zone or portion of any zone when desirable in the public interest. Daylight saving time would not be prescribed for a zone or a portion of a zone unless a public demand for a faster time is manifested.

At present, individual States and individual communities act independently in determining the date on which they will transfer to and from daylight saving time. This results in a chaotic situation. Section 7 would provide uniform switchover dates by requiring that daylight saving time would be observed between the last Sunday in April and the last Sunday in October.

Sections 9 and 10 contain provisions making the standard time of the zone the exclusive measure of time for the transaction of all public business by the Federal or State Governments and by all persons in their business relations with the public. The administering agency would be authorized to exempt certain activities from the observance of the standard time in a particular zone when necessary to foster and protect the public interest.

Enforcement provisions, entirely absent from the present act, are provided in sections 11 through 14. These include injunctive relief, civil forfeitures, and fines for willful violations. In summary, H.R. 7167 would provide a stable and orderly system of time, characterized by clearly defined boundaries and truly geared to the vastly accelerated tempo of the age in which we live.

H.R. 6785 is a less comprehensive bill, but would remedy two major deficiencies in the Standard Time Act. First, it would cure the lack of uniformity in commencing and ending daylight saving time in those States and local communities which choose to observe it. Second, H.R. 6785 would provide an adequate remedy against any State or local community which advanced the standard time in a manner not authorized by the bill.

H.R. 6785 provides that whenever any State, political subdivision, or the District of Columbia adopts daylight saving time, such time is to commence on the last Sunday in April and end on the last Sunday in October. To encourage widespread observance of daylight time, when adopted by local jurisdictions, such time would be made the exclusive time for the transaction of all public business by any department, agency, or court of the United States, and by any officer, agent, employee, or representative thereof. To enforce the uniform period for advanced time, the Commission would be authorized to apply to a U.S. district court for an injunction to restrain violations.

If H.R. 6785 is approved, the Commission does not anticipate any difficulty in enforcing its provisions. In fact, it would seldom be necessary, in our opinion, to institute civil injunction proceedings against State and local officials. One reason is that under H.R. 6785 States and local communities retain the important power of deciding whether or not to advance the standard time otherwise applicable.

S. 1404 is similar to H.R. 6785. The major difference is that S. 1404 does not contain the enforcement provisions which are contained in section 3(c) and section 4 of H.R. 6785. S. 1404 does not authorize the Interstate Commerce Commission to apply to the district courts of the United States for the enforcement of the daylight saving provisions. Section 4 of S. 1404 provides that the time observed by the departments and agencies of the United States shall "insofar as practical, be the prevailing established time, including daylight saving time where established, of the area." Section 4 of H.R. 6785 provides that when daylight saving time is adopted, it shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department or agency of the United States. The Commission prefers the stronger enforcement provisions in H.R. 6785.

Although the Commission prefers the more comprehensive approach, as proposed in our recommendations, H.R. 7167, we support H.R. 6785 and S. 1404 because their enactment would contribute significantly to the achievement of greater uniformity of time throughout the United States.

Mr. FRIEDEL. I want to thank you, Mr. Bush, for a very, very fine statement. It is a good report.

Mr. BUSH. Thank you.

Mr. FRIEDEL. Mr. Moss, do you have any questions?

Mr. MOSS. Not at the moment, Mr. Friedel.

Mr. FRIEDEL. Mr. Younger?

Mr. YOUNGER. Thank you, Mr. Chairman.

Mr. Bush, do you think you will have any difficulty enforcing such a measure with the railroads?

Mr. BUSH. No, sir; I don't believe we would. I think the railroads, Mr. Younger, like everybody else, realize what a problem this is and that progress would be made by whatever the Congress does this year. I do not see where we would have any trouble enforcing it. I do not anticipate any.

Do you have any specific area of thought?

Mr. YOUNGER. By and large, the railroads have not used daylight saving.

Mr. BUSH. Yes.

Mr. YOUNGER. Well, we have the Transportation Act. That is what causes me to ask the question.

Mr. BUSH. Actually, I have not consulted with Mr. Loomis or the railroad men to any degree on this, but I believe that they would see the wisdom of going along with it. If it becomes law, I do not anticipate any difficulty in the Commission enforcing it.

Mr. YOUNGER. Of course, if you limit it to any organization doing business with the public, they would have to.

Mr. BUSH. Yes; that is what I meant. I do not see any reason why they would or could ask to be excluded if it becomes law.

Mr. FRIEDEL. Mr. Van Deerlin, any questions?

Mr. VAN DEERLIN. No, thank you.

Mr. FRIEDEL. Mr. Rooney?

Mr. ROONEY. No questions.

Mr. FRIEDEL. Mr. Murphy?

Mr. MURPHY. No.

Mr. FRIEDEL. Thank you.

Our next witness will be the Honorable Mr. Ramspeck, a former colleague of ours. Accompanying him will be Mr. Robert E. Redding, executive director of the Committee for Time Uniformity.

STATEMENT OF HON. ROBERT RAMSPECK, CHAIRMAN, COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C., AS PRESENTED BY ROBERT E. REDDING, EXECUTIVE DIRECTOR, COMMITTEE FOR TIME UNIFORMITY AND VICE PRESIDENT AND GENERAL COUNSEL, TRANSPORTATION ASSOCIATION OF AMERICA

Mr. REDDING. Mr. Chairman, members of the committee, my name is Robert E. Redding. I am vice president and general counsel of the Transportation Association of America and executive director of the committee for time uniformity. I regret to say that so far, Mr. Ramspeck has not arrived, although we expected him to be here. He is in the city and he was to have left home at an early hour in order to have been present at this hearing. I am sorry that he is not here

at this moment, and I hope he will arrive momentarily. If he does, I know he would appreciate the opportunity to present his statement.

Under the circumstances, however, I believe you have before you a statement by Mr. Ramspeck which I would like to refer to just on the chance that he is unable to be here. If you happen to see him arrive while I am speaking, I would appreciate it if you would interrupt me.

I do not intend to read this statement, Mr. Chairman. I shall submit it for the record. But I would like to call to your attention the contents of this statement for purposes of future reference by the committee or by your staff.

Mr. FRIEDEL. Without any objection, Mr. Ramspeck's statement will be included in the record at this point.

Mr. REDDING. Thank you very much.

We have attached to this statement materials in the interest of conserving time, including, perhaps most importantly, a summary including maps of the 1965 time observances throughout the United States, and for purposes of convenience, that summary is the very last attachment. The very last page is three maps which will show you the nature and extent of daylight time observance in 1963.

We have also enclosed with this statement a historical summary of the problems of time confusion and a background statement which includes a number of interesting examples of the problems we have in time observance throughout the country. There is also a succinct summary of press comments throughout the Nation which urged Congress to enact time uniformity legislation.

I would not propose to discuss the 1965 pattern of observance other than to say that daylight saving time last year was observed in 36 of the 50 States. We found that in some areas, it was on a statewide basis and in other areas, merely local. We found that it was being observed in different periods of the year.

We found that even in jurisdictions not observing daylight saving time, such as the example indicates at the bottom of page 3 of Mr. Ramspeck's testimony, in one of the cities in the far Southwest, Tucson, when daylight saving time became effective elsewhere in the country, there were almost 40 schedule changes of the common carriers serving that city, even though it was in a State not observing any daylight time.

We have also summarized for you instances of legislative activities in various States now proposing to expand daylight saving time, in some instances to a 4-year period. It is for this reason that we have encouraged the Congress to act now in order to bring about as much uniformity of the daylight saving time period as possible.

In recent months, we have had occasion to survey the extent of the financial burden of time observance throughout the country and the confusion which prevails, and you will find in the so-called Ramspeck statement a summary to the effect that, considering the burden as reported by the bus industry, the railroads, the radio-TV industry, and the local service airlines, it approaches something in the nature of \$5 million a year.

But of interest to me, and I would think to you, is the fact that Federal subsidy is involved in time observance, in the sense that the local service carriers are subsidized by the Civil Aeronautics Board. To

the extent that they incur additional expense in multiple revision of timetables brought about by the differing time observances throughout the country, this has the effect of involving taxpayer money to pay a portion of that cost.

We have also summarized the contents of the 17 bills pending before the committee. We have included a clarification of the proposed standard time changes which are included in a number of these bills, and we merely conclude by recommending that the committee approve the language of the three bills—H.R. 6785, introduced by Chairman Staggers, H.R. 6481, introduced by former Chairman Harris, and the bill also introduced by Congressman Macdonald, H.R. 7867. Congressman Fraser's bill, H.R. 11743, is essentially similar. These bills were put together by the combined efforts of your professional staff as well as that on the Senate side, working with the cooperation of the industry and with the professional staff of the Interstate Commerce Commission. We feel that the language in these bills is the most reasonable and practical thing which we can achieve at this time because it will at least establish uniform switchover dates in those States or political subdivisions choosing to observe daylight time—that is the first thing it will do.

The second thing it will do is modernize the 1918 law by adding new time zones to conform with present observances.

Third, it will direct the Interstate Commerce Commission to foster and promote nationwide time uniformity, and finally, would protect those parties seeking time-zone boundary changes by applying the provisions of the Administrative Procedure Act to the ICC proceedings.

We would say, however, that in view of the Senate action in June 1965 wherein the Senate Commerce Committee reported out favorably S. 1404 with two amendments, and 2 days later, the bill was passed on the Senate floor, we would have no objection, certainly, to the approval by this committee of that bill, in the interest of eliminating the need to return to the Senate in any type of conference proceeding.

Mr. FRIEDEL. Is that the bill that has no penalty clause?

Mr. REDDING. The bill to which I refer, S. 1404, had the penalty clause removed from it, by Senate amendment on the recommendation of the Senate Commerce Committee.

Mr. FRIEDEL. You would be in favor of that just for expediency?

Mr. REDDING. I would say those of us who have worked with this problem share the feeling of the Interstate Commerce Commission that it would be preferable to have enforcement language, generally, in order to encourage observance of daylight saving time on a uniform basis. However, we have worked on this problem long enough to realize and appreciate that perhaps even if it is deleted, we'll find the general public, certainly, and Federal and State officials, anxious to achieve greater uniformity. And as indicated in the Senate report on the matter, it would be very unlikely that we could envisage the Interstate Commerce Commission going to court and suing a State or local political subdivision on the matter.

It is our hope and our firm expectation that this would not be necessary and that by voluntary compliance and observance, we could achieve the ends we seek. Therefore, while having helped to draft the bills I refer to containing enforcement language, we note that the

Senate Commerce Committee, both in 1963 and 1965, and the Senate itself in 1965 concluded that such enforcement language should be deleted.

We do hope to achieve Presidential approval of time legislation by no later than March 1 of this year, in order that the use of uniform adoption of daylight-saving time can be made effective during this same period.

Mr. Chairman, that is a summary of the highlights in Mr. Ramspeck's statement.

(The complete statement of Mr. Ramspeck follows:)

STATEMENT OF ROBERT RAMSPECK, NATIONAL CHAIRMAN,
COMMITTEE FOR TIME UNIFORMITY

Mr. Chairman and members of the Committee on Interstate and Foreign Commerce, my name is Robert Ramspeck. I reside at 9516 West Stanhope Road, Kensington, Md. Over the years I have enjoyed the privilege of serving as a Congressman from Georgia, as well as Chairman of the Civil Service Commission. My experience with the transportation industry has included 5 years as executive vice president of the Air Transport Association, comprised of all the scheduled airlines. More recently, I served as vice president of Eastern Air Lines, Inc., from which position I have recently retired.

I appear here again today in my capacity as national chairman of the Committee for Time Uniformity, with principal offices at 1101 17th Street NW., Washington, D.C.

I know you are familiar with the efforts of this committee, organized and coordinated by the Transportation Association of America, and have attached a description of its activities and membership to my statement. Suffice it to say that it includes 43 nationally known and privately operated institutions and organizations in the transportation, communications, shipping, finance, travel, farming, labor, and general business fields. We have also enjoyed the friendly cooperation of 23 governmental units—Federal, State, and local—including five Cabinet-level Departments. We have worked together to achieve greater nationwide time uniformity at Federal, State, and local levels.

It was some 20 months ago, on June 18, 1964, that I appeared before the Subcommittee on Commerce and Finance of the House Interstate and Foreign Commerce Committee, of which you, Mr. Chairman, were then chairman. My appearance was on behalf of the Committee for Time Uniformity in support of corrective legislation. We appreciate the attention you then gave the subject, and regret that the 88th Congress adjourned before it was possible to enact appropriate legislation. We are optimistic now that the job can be completed within the next several weeks in order that all Americans may be freed this year from time smorgasbord.

I will not take the committee's time today to elaborate on the general factual background of the problem. I would rather propose to submit for the record various relevant materials as to which we would be pleased to answer questions. These attachments include (1) a summary, including maps, of the 1965 time observances throughout the United States; (2) a historical summary of national time schizophrenia; and (3) a few succinct comments observed in the nationwide press which urge the Congress to enact time uniformity legislation.

At the conclusion of my testimony, Mr. Robert E. Redding, vice president and general counsel of the Transportation Association of America and executive director of the Committee for Time Uniformity, would like to present a statement on behalf of these parties in support of greater time uniformity. He will then be followed by key witnesses from the vitally affected national interests cooperating with the Committee for Time Uniformity. It is my further understanding that many other interested organizations will be submitting written statements in support of affirmative action to end clock confusion, and I hope that the record of this hearing will be kept open for a few days for the receipt of such communications.

I

The gravity of the national pattern of time is readily apparent by referring to the attachment showing the 1965 practices throughout the United States. The three maps will graphically tell the story and I will comment only briefly about

this. The first map shows the States which observed daylight saving time, whether on a statewide or nonstatewide basis, while the other two maps reflect the wide disparity of switchover dates. Map 2 reflects the 1965 dates on which DST States shifted to daylight-saving time. Map 3 shows the dates on which such States returned from daylight-saving to standard time in the fall.

These materials reflect the fact that daylight saving time was observed last year in 36 of the 50 States in the Union. Those States not observing DST are located in the south-central and southeastern sectors of the United States.

One of the most perplexing causes of clock confusion is the widespread variation among States and communities as to the dates on which they begin and end daylight saving time. The problem of beginning DST on different dates has been considerably reduced by CTU and other efforts, with 19 of the 36 States switching from standard to daylight time on the last Sunday in April. Conversely, 16 of the 36 States returned to standard time on the last Sunday in October. The remaining States used a wide variety of switchover dates to and from daylight-saving time.

It is also significant to point out that clock confusion also exists even in areas not observing any daylight-saving time. For example, when 20 States shifted to DST in 1964 there were 38 schedule changes of the common carriers serving Tucson, Ariz.

II

I would also emphasize that your committee's review and solution of the time problem is coming not a moment too soon. Many States have considered or are now considering the establishment of new daylight-saving time periods at variance from the prevailing 6-months period, including possible authorization on a year-round basis. For example:

(1) In 1963, the Maine Legislature considered a bill to begin DST on the last Sunday in February; in 1965, a bill went through the second reading for year-round DST subject to referendum.

(2) In 1965 a 15-man commission to study DST for all of New England was proposed in the Massachusetts State legislature.

(3) In 1965, there was an Illinois bill for statewide DST between the last Sunday in March to the last Sunday of September.

(4) In New Hampshire and Connecticut, year-round DST proposals were debated in 1965.

(5) Last year a New York bill urged 9 months of DST between Washington's Birthday and Thanksgiving.

III

The lack of time uniformity not only creates untold confusion and inconvenience for John Q. Public but also is a costly burden. We have requested some of the key interests to estimate such annual expense. In general, they add up to approximately \$1 million a year for the bus industry, \$2 million for the railroads, \$2 million for the radio-TV industry, and approaching a quarter million dollars annually for the local service airlines. This puts the total bill of these interests alone at well over \$5 million a year.

We also point out to you that the time crazy quilt is being subsidized every year with taxpayer funds. The local service carrier cost burden reflects extra printings of timetables for public use, and expense subsidized by the Civil Aeronautics Board.

IV

I would now like to comment briefly on the time bills pending before the committee. There are 17 such bills, of which 3 are identical bills, including H.R. 6785 introduced by you, Mr. Chairman, H.R. 7867 introduced by you, Mr. Macdonald, and H.R. 6481 introduced by past Chairman Oren Harris. The Committee for Time Uniformity was active in the drafting of these measures, working in cooperation with key staff members of the Interstate Commerce Commission, your committee, and the Senate Commerce Committee. The language of these bills was also reviewed and cleared by the respective legislative counsel of both Houses. H.R. 11743, introduced by Congressman Fraser, of Minnesota, is almost the same, with minor differences only.

May I first summarize briefly the contents of the three identical bills, mentioning for the sake of convenience and clarity only H.R. 6785. The other bills are summarized in the final attachment to this statement.

The principal provision of H.R. 6785 would require any State or political subdivision that adopts daylight saving time to begin such time at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October. The bill also provides that daylight saving time shall advance the standard time by 1 hour thus preventing so-called double daylight time.

H.R. 6785 would also express the intent of Congress to supersede State laws or local ordinances which provide for different changeover dates or different advances in time. The Interstate Commerce Commission would be authorized to apply to the U.S. district courts for enforcement of these provisions by injunction or other process.

The bill would make daylight time, in those States and subdivisions observing it, the legal time for Federal purposes, amending the existing law which refers only to standard time.

In addition, the bill would (1) provide for the creation of additional standard time zones, mainly for Alaska and Hawaii; (2) make the Administrative Procedure Act applicable to all proceedings of the Interstate Commerce Commission under the Standard Time Act, and (3) direct the ICC to foster and promote the adoption and observance of uniform time standards.

I would like to clarify for you the proposed standard time zone changes, which are long overdue technical corrections designed to update and modernize the 48-year-old Standard Time Act of 1918.

The law now provides for eastern, central, mountain, Pacific, and Alaska standard time zones. H.R. 6785 proposes to add three new zones to the law, one of which is an existing worldwide zone, the Atlantic standard time zone located immediately to the east of the eastern standard time zone. This zone includes no portion of the continental United States but does embrace a considerable sector of eastern Canada. It is our hope that Canada will join with the United States in seeking greater time uniformity in the Western Hemisphere.

There are two new zones proposed for Alaska and Hawaii. The present law ignores Hawaii and prescribes a totally unrealistic and unworkable single time zone for most of Alaska. These proposals are not known to be controversial.

To summarize, the Pacific standard zone has and will continue to include the southeastern corner of Alaska. The Yukon standard zone—a new zone—will include the portion of Alaska immediately to the west of the Pacific zone. The present Alaska zone will be renamed the “Alaska-Hawaii standard zone” and will include all of Hawaii and the bulk of Alaska west of the Yukon zone. Finally, the Bering standard zone—a new zone—will be located immediately to the west of the Alaska-Hawaii zone and include westernmost Alaska and the Aleutian Islands.

We recommend that the committee approve the language of the bills just summarized because it will (1) establish uniform switchover dates in those States or political subdivisions choosing to observe DST; (2) modernize the 1918 Standard Time Act by adding new time zones in conformity with present time observance; (3) direct the Interstate Commerce Commission to foster and promote nationwide time uniformity; and (4) protect those parties seeking time zone boundary changes by applying the provisions of the Administrative Procedure Act to such ICC proceedings.

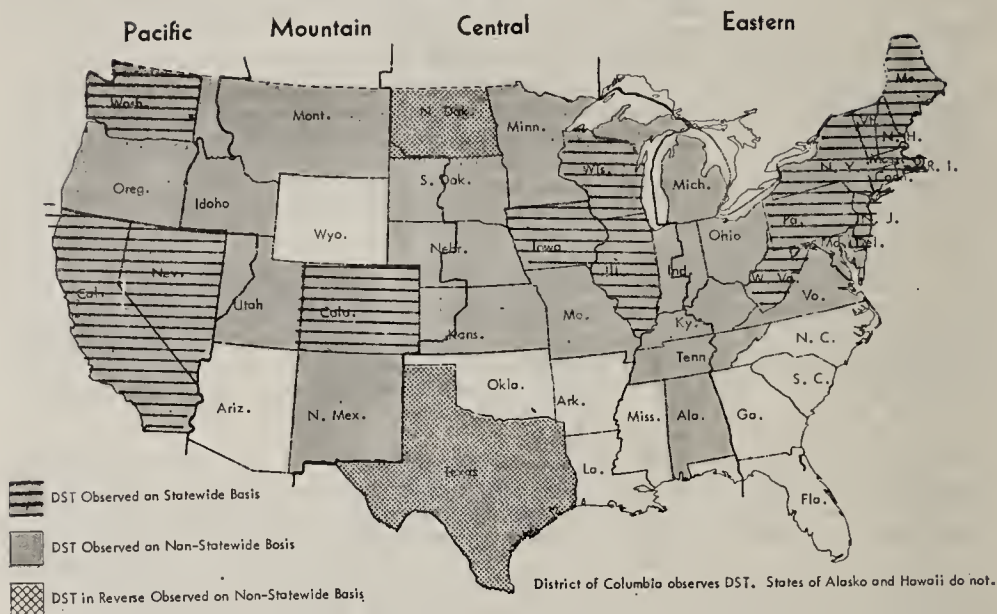
Now just a word about Senate action. On June 1, 1965, the Senate Commerce Committee unanimously reported out favorably S. 1404 (identical with H.R. 6785), with two amendments involving compliance with its terms. Two days later, the bill was passed on the Senate floor without debate.

While we would be disposed to favor the passage of H.R. 6785 (and S. 1404) as introduced, we would not object to the approval by this committee of the language contained in the Senate-passed bill, thereby making it unnecessary to convene a House-Senate conference. It is so important, in our judgment, to enact time legislation effective throughout this very year that we would acquiesce in such a solution rather than risk any legislative delay.

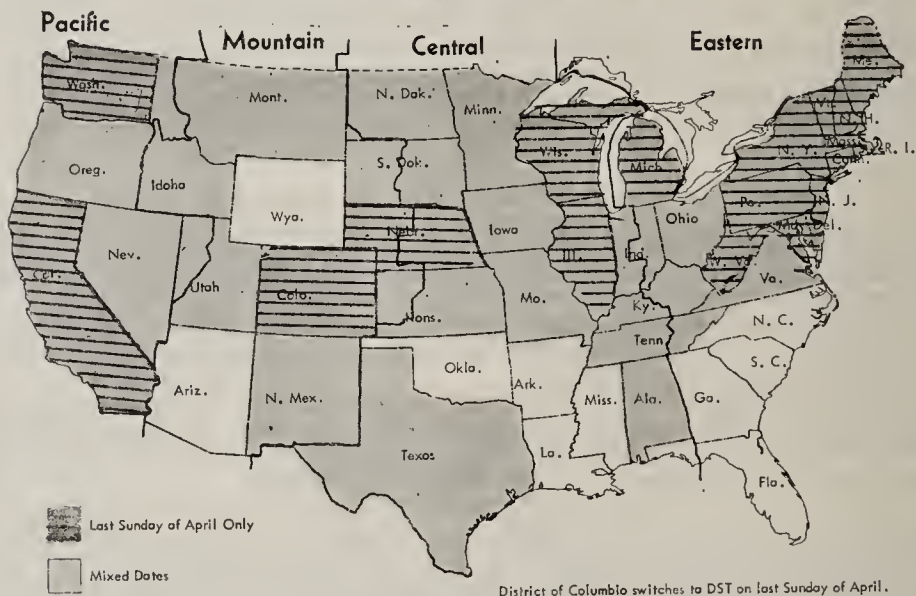
We hope to achieve Presidential approval of uniform-time legislation by no later than March 1, 1966, and will greatly appreciate your expedited approval.

Thank you, gentlemen of the committee, for the privilege of appearing before your committee to discuss the vital need for greater time uniformity. If he may, Mr. Redding would now like to present his statement. We will then both be glad to answer any questions.

1965 TIME OBSERVANCES

States observing daylight saving time

1965 TIME OBSERVANCES

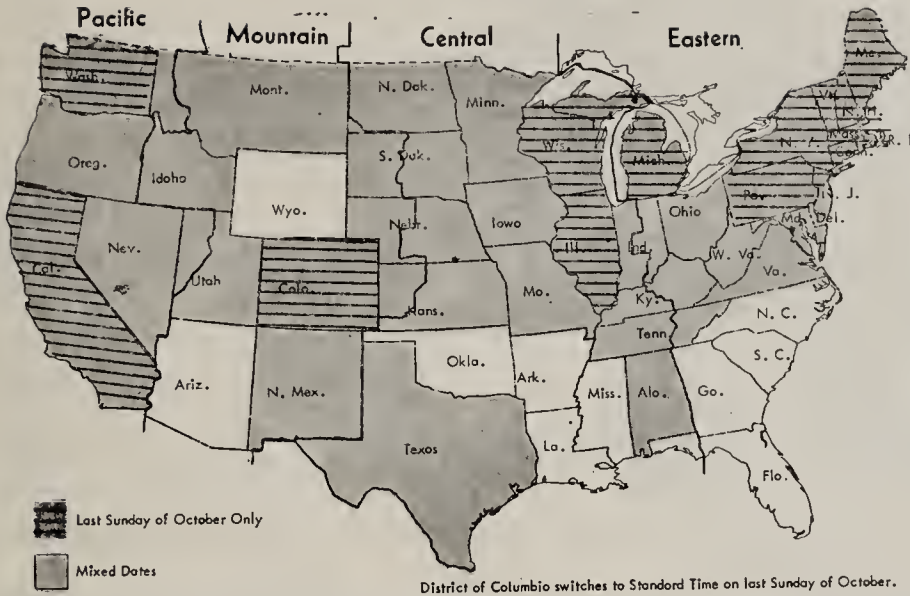
Shift to daylight saving time

DESCRIPTION OF THE COMMITTEE FOR TIME UNIFORMITY

For the record, the Committee for Time Uniformity was voluntarily formed as the result of a "Uniform Time Conference" convened on August 13, 1962, by the Transportation Association of America here in Washington. This ad hoc, non-profit, voluntary association of transportation, communications, shipping, finance, general business, travel, farm, labor, and other interests, was formed as a result of the efforts of, and has been coordinated by, the Transportation Association of America to stimulate widespread interest and action in eliminating the growing confusion and chaos resulting from clock juggling throughout the United States.

The Committee for Time Uniformity (CTU) has also worked in close cooperation and harmony with many departments and agencies in the Federal Govern-

1965 TIME OBSERVANCES

Shift back to standard time

ment, as well as with a number of representatives of governmental interests at State and local levels.

The activities of the CTU have included annual surveys of time observance by all States in the Union and a 1965 survey of around-the-world time practices; industry surveys of the extent of fiscal impact resulting from clock confusion; adoption and implementation of nationwide education programs to acquaint the general public with the magnitude of the time problem, including extensive press, radio, and television coverage; and the encouragement of corrective action by individual States across the land. Success has been achieved during the last 3 years in California, Nevada, Washington, Vermont, West Virginia, Colorado, Iowa, and Wisconsin. Corrective action is still needed in several other States.

A list of the interests which have cooperated in this endeavor is set forth on the next page. They include 43 nationally known and privately operated institutions and organizations and 23 governmental units—Federal, State, and local.

List of companies and organizations which have associated with Committee for Time Uniformity in support of greater time uniformity

Aircraft Owners and Pilots Association
 Air Line Pilots Association
 Air Transport Association
 Amalgamated Transit Union
 American Bankers Association
 American Mutual Insurance Alliance
 American Short Line Railroad Association
 American Society of Travel Agents
 American Telephone & Telegraph Co.
 American Trucking Associations
 American Waterways Operators, Inc.
 Association of American Railroads
 Association of Local Transport Airlines
 Association of Oil Pipe Lines
 Association of Stock Exchange Firms
 Council of State Chambers of Commerce
 Freight Forwarders Institute
 Insurance Institute of Highway Safety
 International Association of Machinists
 Investment Bankers Association of America

Manufacturers Hanover Trust Co.
 Metropolitan Washington Board of Trade
 Midwest Shipper-Motor Carrier Conference
 National Association of Broadcasters
 National Association of Manufacturers
 National Association of Motor Bus Owners
 National Association of Securities Dealers, Inc.
 National Association of Travel Organizations
 National Bus Traffic Association
 National Business Aircraft Association
 National Council of Farmer Cooperatives
 National Grange
 National Industrial Recreation Association
 National Industrial Traffic League
 National Sporting Goods Association
 Pacific American Steamship Association
 Pacific Coast Stock Exchange
 REA Express
 Railway Labor Executives Association
 Southern Traffic League
 Transportation Association of America
 U.S. Independent Telephone Association
 Western Union Telegraph Co.

List of Government departments and organizations cooperating with Committee for Time Uniformity

Federal

Advisory Commission on Intergovernmental Relations
 Bureau of Budget
 Civil Aeronautics Board
 Coast and Geodetic Survey
 Department of Agriculture
 Department of Commerce
 Department of Defense
 Department of Interior
 Federal Aviation Agency
 Federal Communications Commission
 Federal Maritime Commission
 General Accounting Office
 General Services Administration

Interstate Commerce Commission
 U.S. Naval Observatory
 Post Office Department
 Weather Bureau

State and local

American Association of Motor Vehicle Administrators
 Council of State Governments
 National Association of Counties
 National Association of State Aviation Officials
 National League of Cities
 U.S. Conference of Mayors

A HISTORICAL SUMMARY OF NATIONAL TIME SCHIZOPHRENIA

Without exception, all citizens of the United States literally live by the clock, almost automatically as a matter of habit. From the time a child is taught how to read the face of a clock until he becomes a senior citizen, his entire existence is regulated by time. Whether it involves going to a movie, watching a favorite television show, maintaining appointments in the office, or shopping for Christmas presents, we all live by the clock. Books have been written about the technicalities of time observance throughout the world and beyond to the universe. Most of us, however, conduct our day-to-day affairs with family, friends, and business associates merely by a glance at our timepiece countless times each day.

The history of time observance in this country was detailed in the subcommittee hearings 2 years ago. It was the railroad industry which adopted its own system of timekeeping 83 years ago, followed 35 years later by the enactment of the Standard Time Act of 1918, currently administered by the Interstate Commerce Commission (ICC). During World War I and World War II, the Congress adopted nationwide daylight saving time to enhance the war efforts. During the intervening peacetime periods, however, the observance of daylight saving time has been left to the States and local communities, resulting in a veritable patchwork of conflicting and confusing time practices.

Thus, almost half a century has passed since Congress has legislated on basic time observance prevailing in peacetime periods. We share the ICC request, that such action be taken.

The extreme contrasts in time regulation are exasperating. The United States and England now utilize radio transmission via the Telstar satellite to synchronize clocks within 10 millionths of a second. Also, the scientists of 40 nations recently adopted the atomic definition of the international unit of time—a second—which increases the accuracy of time measurements to 1 part in 100 billion.

On the other hand, the everyday time observances by the general public in our own country are so confusing that it is little wonder that the United States has been described by Dr. William Markowitz, the leading time scientist at the U.S. Naval Observatory, as the "worst timekeeper in the world."

It came as a considerable surprise to us in 1962 that no governmental agency anywhere maintains any accurate information about the time practices observed throughout the Nation. The U.S. Naval Observatory receives more inquiries on this subject than any other agency but it has never compiled or maintained such data. Accordingly, the Transportation Association of America conducted a 1962 survey collecting such information from all States in the continental United States. The CTU then followed with 1963, and 1964, and 1965 surveys. The results of the 1965 survey are shown in other attachments to this statement.

It is startling to note the checkerboard pattern of DST in cities with populations in excess of 100,000 people, compiled in 1964. Of 130 such cities, 6 of every 13 stay on standard time while the other 7 cities shifted to daylight saving time.

These cities, including State capitals and other thriving centers, are all dependent on a good network of transport and communications facilities. The efficiency of present interchanges of people and information is unduly hampered by time differences, with half of them on DST and the other half not.

BACKGROUND ON THE SNARLS IN TIME OBSERVANCE IN THE UNITED STATES

America again starts living on "scrambled time" at 2 a.m. on Sunday, April 24, 1966.

On that date, some 110 million Americans will advance their clocks 1 hour to daylight saving time and thus get out of step with the other 85 million Americans. The latter will either remain on standard time all year or move to daylight saving time on a later date.

It happens every year—and it adds up to one of the greatest public inconveniences in America.

Atomic science now permits 1 second to be divided accurately into 100 billion equal parts. And scientific time measuring devices can be so precisely set that two of them would deviate no more than 1 second in 5,000 years.

Yet the United States remains "the world's worst timekeeper," according to Dr. William Markowitz, leading time scientist at the U.S. Naval Observatory.

Why?

Time confusion abounds in the United States because of the patchwork manner in which daylight-saving time is observed—particularly the widely varying dates on which States and areas move to and from daylight saving time.

In 1965, for example, 16 States started daylight saving time the last Sunday in April and ended in the last Sunday in October.

Meanwhile, another 20 States either started or ended daylight saving time—or both—on different dates.

The remaining States did not observe daylight saving time at all.

Compounding the confusion is the fact that, of the 36 daylight saving time States, 18 observed it on a statewide basis while the others used it only in selected areas.

And, across the country, isolated areas observe "wildcat" daylight saving time without any official sanction whatsoever.

Here are just a few examples of what can happen when all those clocks are juggled:

The most notorious case of recent times was the 35-mile highway bus ride between Steubenville, Ohio, and Moundsville, W. Va., which encountered seven time changes.

Barnesville, Ohio, has a Berlin-type wall without any barbed wire. Half of the city, including the local government, school district, churches, and some businesses, observed eastern standard time in 1965. The other half of town, including factories, banks, and other businesses, chose eastern daylight saving time. Within 10 miles of Barnesville are 20 Ohio communities—five on eastern standard time and 15 on eastern daylight time. Like Patrolman Beryl Giesey said, "You don't know if you are coming or going half the time."

An airplane takes off in Washington, and according to the clocks, lands at Norfolk 5 minutes before it was airborne. A Washington flight also arrives in Nashville 1 minute before departure.

Railroad passengers come in for their full share of confusion. According to law, the trains run on standard time and thus are out of step whenever they arrive in a daylight saving time community.

How about the folks who ride the bus from Salisbury, Md.? Last year their coach for New York left at 1:45 p.m. in early April, changed to 2:34 p.m. the last Sunday of April, moved back to 1:45 p.m. on May 30, shifted to 2:45 p.m. again on September 6, and resumed its 1:45 p.m. departure on October 31. Those passengers needed calendars as well as time schedules.

Occasional comment is heard that any use of daylight-saving time disrupts the milking schedule of cows for the farmers. Wisconsin is the leading State producer of dairy products yet observes daylight saving time on a statewide basis between the last Sunday of April and the last Sunday of October.

During part of the year, west coast businessmen are getting ready to go to lunch when the east coast business day is over.

Like the conflict between the ancient cities of Athens and Sparta, St. Paul and Minneapolis stayed 1 hour apart last year for a harrowing month of "daylight time daze." This potpourri of confusion during May triggered a cold war and a field day of newspaper headlines and political speeches. Imagine in St. Paul alone nine floors of city-Ramsey County office building being on central daylight time and the other nine floors sticking to central standard time.

Radio and television network programs reach their audiences at different times during the year, according to the season and local time observance. Extensive and expensive video-taping is required to maintain some continuity in time of showings.

Many States ignore the standard time zone boundaries fixed by the Interstate Commerce Commission, of which Indiana is the most flagrant example. In the Hoosier State, 49 counties are physically located in the central standard time zone, yet all but six of them observe a year-round eastern standard time.

Marshall Tito arrived in the United States some months ago an hour early because someone failed to note that particular area in Virginia had not yet joined the rest of the State in DST.

Last year a motorist traveling westward from Iowa through Nebraska passed through Council Bluffs, Iowa, crossed the Missouri River, and drove through Omaha, Nebr. Imagine his state of mind after hitting two consecutive city 5 p.m. rush hours.

The 4 to 5 billion long-distance telephone calls in the United States each year of necessity cross time zones or flow between different time standards within the same zone. This adds to confusion, increases caller demands on operators, makes "time of day" service uncertain in some areas and contributes to increase in uncompleted calls. The snarl is particularly difficult when a consolidated telephone operation in a large community serves nearby areas observing a different time standard during various times of the year.

In 1964 a citizen of Missoula, Mont. could spend an hour in the city hall (on MDT) and then sprint to the Missoula County Courthouse (on MST) without losing a minute. In the opposite direction this confused person would lose an hour.

There is no official State time in Indiana. Late in 1962, St. Joseph County, including South Bend, decided to abandon central standard time for central daylight time. Because this move was made after bus schedules were printed, busload after busload of fans arrived at Notre Dam football games an hour late.

In Iowa, there were 23 different combinations of dates in 1964 on which community areas shifted to and from DST.

Bus and train schedules between Chicago and Minneapolis must be revised and reprinted at least five times a year to keep up with DST changes in the three-State area covered.

In Virginia, bus schedules must be revised and reprinted four times in 6 months each year.

Montana has some areas observing DST but you must fish on standard time, according to licenses, wherever you are in the State.

The time crazy quilt is being subsidized every year with taxpayer funds. The local service airline industry estimates that each extra printing of timetables for public use costs between \$150,000 and \$200,000, an expense subsidized by the Civil Aeronautics Board.

Iowa citizens were born and died on standard time in 1964 even though the hospitals observed DST.

A group of Pentagon officials, flying to a military conference in Alaska, arrived 2 hours late. They forgot that Alaska is the only State with four time zones, although the law recognizes only two zones.

Tale of two kinds of cities: Of 130 U.S. cities over 100,000 population, 71 observe DST; 59 don't.

One DST opponent in Wheaton, Minn. complained that, "The extra hour of sunshine turned my grass brown." And then there was the lady who felt tired all summer until she got her hour back in the fall on the resumption of standard time.

One resourceful but anonymous State legislator concerned with the DST problem, proposed an appealing compromise: set clocks ahead of standard time by only 30 minutes and, thus, never be wrong by more than a half hour.

Here are some historic notes of interest:

The concept of DST is credited to Benjamin Franklin. When Ambassador to France, he awoke one morning and found sunlight streaming through his window while the city slept. This "wasted" daylight annoyed the frugal author of Poor Richard's Almanac and he soon evolved a plan to conserve this daylight by advancing the clocks one hour. He even calculated how many candles this would save the people of Paris.

Standard time is not "God's time." The existing time zones were set up in 1883 by the railroads to eliminate the mass confusion which existed with each railroad running on its own "standard time." There were some 100 railroad "standard times" prior to 1883—8 different ones in Pittsburgh alone, for example.

In 1918, Congress passed legislation making the railroad time zones official and charged the Interstate Commerce Commission with authority over boundary disputes. The ICC still holds this authority.

During both World Wars, Congress determined that the Nation could not endure the annual time scramble. Year-round daylight saving time—or "war time"—was legislated in order to conserve fuel and electrical energy and to end time confusion during the national emergencies. After the wars, however, the Nation returned to clock juggling.

As the man from Indiana, irate over his community being moved from the central to the eastern time zone told the ICC in a letter: "Confusion bordering on chaos reigns supreme, and anarchy is the mode of the day! By such means do states and nations pass through the gates of the graveyard of history."

With its extensive files bulging with similar protests, and with scads of schemes for ending time confusion, the ICC probably would quickly agree with this quote from act I, scene V, of "Hamlet":

The time is out of joint; O cursed sprite!
That ever I was born to set it right.

NATION'S PRESS DEPLORES TIME SCRAMBLE

Since the Committee for Time Uniformity was formed, and circulated information pointing up the needless confusion and economic waste caused by the current conflicts in time observance, the Nation's press has taken up the issue with great interest.

The committee has collected news stories and editorial comments on the time question from newspapers published in all sections of the country.

A study of the editorials reveals that there is almost universal conviction that action must be taken to eliminate "clock juggling." Nine of each ten editorials emphatically assert that something must be done. Six of each ten flatly declare that the Congress should resolve the growing problem.

Here are some typical excerpts from the editorials:

"The establishment of uniform time standards seems to us an entirely reasonable exercise of Federal power."—Richmond, Va., News Leader, May 8, 1963.

"Congress has an obligation to do something about the time mixup. The more complex society becomes, the greater the need for action in this matter."—Norristown, Pa., Times Herald, May 16, 1963.

"In any event, some sort of national standards should be established. The present mishmash, graphically described as 'clock confusion,' is out of step with the times."—Hanford, Calif., Sentinel, May 6, 1963.

"This newspaper has little relish for Federal interference with local customs. Because of the disrupting influence of time variations on interstate commerce, however, it may be that national time standards are justified. Reluctantly, we agree that if confusion is to be ended, national standards will have to be imposed."—Elkins, W. Va., *Inter-Mountain*, May 8, 1963.

"In many facets of life, uniformity is not desirable, but anything as fundamental as the designation of time lends itself to standardization."—Hartford, Conn., *Times*, May 2, 1963.

"Congress should in the national interest determine whether there should or should not be daylight saving and establish whatever time system it decides on for the Nation as a whole."—Salt Lake City, Utah, *Tribune*, May 1, 1963.

"Ordinarily we would view another sample of Federal regimentation with concern. But time is not a local problem, nor a local prerogative. It is a national matter that affects every part of the country equally and has nothing to do with States' rights."—Toledo, Ohio, *Times*, April 29, 1963.

"The significant development is that more and more people agree that something must be done to end the present bewildering uncertainty over the time of day."—Belleville, Ill., *News-Democrat & Advocate*, April 27, 1963.

"The idea of national action to lift the country out of its daylight time confusion is getting up some impressive momentum."—Norfolk, Va., *Ledger-Dispatch & Portsmouth Star*, May 9, 1963.

"Although we aren't fond of federalization we realize that there are areas in which there is no adequate substitute. For example, if every State had its own post office department the resulting chaos can be easily imagined. The confusion over time is one that action by Congress—the duly elected representatives of the people—can settle. This action should be taken right away but certainly no later than for it to be effective next year."—Dothan, Ala., *Eagle*, May 2, 1963.

"Congress has an obligation to do something about the time mixup. The more complex society becomes, the greater the need for action in this matter."—Meridian, Miss., *Star*, May 9, 1963.

"Daylight saving itself is an economic boon, but the hodgepodge of varying observance is an expensive nuisance to the transportation industry, to the broadcasting industry, to financial institutions in their vital contacts with major banking centers, to all interstate communications. Much as we believe in the principle of home rule, this newspaper must agree that commonsense is on the side of those arguing for a uniform time pattern for the Nation."—Louisville, Ky., *Times*, May 4, 1963.

"Uniformity by regions would avert a good many headaches caused by today's haphazard time-shift system."—Corpus Christi, Tex., *Times*, May 7, 1963.

"This is one of those instances where national uniformity might be a good thing. Lacking that, serious consideration ought to be given Senator Magnuson's bill providing for time changes in some certain regions. Uniformity by regions would avert a good many headaches caused by today's haphazard time-shift system."—Norwich, Conn., *Bulletin*, May 2, 1963.

"There are valid arguments, as the frequent protests of farmers attest, against so-called daylight saving time. Whether or not clocks are to be advanced an hour during the summer months probably should depend on regional or State option. But what arguments can be offered against making the shift at the same time throughout a daylight saving zone, and in all such zones? What sensible arguments can there be against greater national time uniformity to get rid of the present mixed-up, confusing system?"—Terre Haute, Ind., *Tribune*, May 9, 1963.

"As much as we dislike the Federal Government's intervention into still another prerogative of the States and local communities, a national policy on computing time probably offers the best method of eliminating the 'clock confusion' that is created every year."—Meadville, Pa., *Tribune*, May 2, 1963.

SUMMARY OF PENDING TIME BILLS

A. The bills supported by the Committee for Time Uniformity

H.R. 6785, introduced by Mr. Staggers; H.R. 7867, introduced by Mr. Macdonald; and H.R. 6481, introduced by former committee member Mr. Harris, are identical bills. They provide essentially that (1) in those States and political subdivisions observing daylight saving time, the uniform switch-over dates of the last Sundays of April and October shall be observed, (2) the Standard Time Act of 1918 be amended to add new time zones, (3) the Interstate Com-

merce Commission shall foster and promote nationwide time uniformity, and (4) the Administrative Procedure Act shall apply to ICC standard time zone boundary proceedings. H.R. 11743, introduced by Mr. Fraser, contains almost identical language.

B. The bill passed by the U.S. Senate in 1965

S. 1404, passed by the Senate on June 3, 1965, is identical with the above-described bills except that it deleted the provision for ICC enforcement in the courts and shortened the language requiring observance by Federal officials.

C. Six similar bills pertaining to daylight saving time switch-over dates

Six identical bills provide that wherever daylight saving time is observed, it shall commence on the last Sunday of April and resume standard time on the last Sunday of October of each year. They are H.R. 3385, introduced by Mr. Karth, of Minnesota; H.R. 6134, introduced by Mr. Fraser, of Minnesota; H.R. 8394, introduced by Mr. Quie, of Minnesota; H.R. 9023, introduced by Mr. Fulton, of Pennsylvania; H.R. 9066, introduced by Mr. Saylor, of Pennsylvania; and H.R. 9152, introduced by Mr. Derwinski, of Illinois.

D. Three bills proposing nationwide standard time

H.R. 2424, introduced by Mr. Gray, of Illinois; H.R. 5055, introduced by Mr. Price, of Illinois; and H.R. 10573, introduced by Mr. Shipley, of Illinois, would make mandatory the nationwide observance of standard time on a year-round basis. They would propose additional standard time zones for Alaska and Hawaii.

E. One bill proposing nationwide daylight saving time

H.R. 76, introduced by Mr. Fulton, of Tennessee, would make mandatory the observance of nationwide daylight saving time between the last Sunday of April and the last Sunday of October of each year. Such observance would be required of State and local governments and interstate commerce but not of Federal Government instrumentalities. It would also propose additional standard time zones for Alaska and Hawaii.

F. Two remaining bills

H.R. 1581, introduced by Mr. Staggers, of West Virginia, and H.R. 7167, introduced by Mr. Harris, contain language not acceptable to the Senate in 1963 or 1965. The objectionable provision was an authorization to the ICC to determine where daylight saving time would be observed each year. Where authorized, it would be in effect between the last Sundays of April and October and mandatory, with penalties, on all Federal, State, and local government officials. New standard time zones for Alaska and Hawaii would also be added.

COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.

I. EXTENT OF OBSERVANCE IN 1965 OF DAYLIGHT SAVING TIME IN THE UNITED STATES¹

States observing daylight saving time:

Statewide (18):

California	Maine	Pennsylvania
Colorado	Massachusetts	Rhode Island
Connecticut	Nevada	Vermont
Delaware	New Hampshire	Washington
Illinois	New Jersey	West Virginia
Iowa	New York	Wisconsin

Not statewide (18):

Alabama	Michigan	Ohio
Idaho	Minnesota	Oregon
Indiana	Missouri	South Dakota
Kansas	Montana	Tennessee
Kentucky	Nebraska	Utah
Maryland	New Mexico	Virginia

¹These data were derived from 1965 reports received from State officials and other sources.

States observing daylight saving time "in reverse" (2) :
North Dakota ² Texas ³

States not observing daylight-saving time (12) :

Alaska	Georgia	North Carolina
Arizona	Hawaii	Oklahoma
Arkansas	Louisiana	South Carolina
Florida	Mississippi	Wyoming

II. EXTENT OF UNIFORMITY IN DAYLIGHT SAVING TIME SWITCHOVER DATES, 1965

A. Switchover from standard to daylight saving time

1. Of the 18 States observing daylight saving time on a statewide basis, all 18 States except Iowa and Nevada switched to daylight saving time on the last Sunday in April.

Iowa in early 1965 enacted a law providing for statewide DST between Memorial Day and Labor Day (in 1965, daylight saving time officially began on Saturday before Memorial day). Various Iowa communities, however, including Fort Madison, Burlington, Keokuk, and Davenport observed "summer hours" or "informal daylight saving time" both prior to and following the official statewide daylight saving time period.

In Nevada, White Pine, and Lincoln Counties observe Pacific daylight time on a year-round basis. The reminder of the State switched to Pacific daylight time on the last Sunday of April.

2. Of the 18 States observing daylight saving time on a nonstatewide basis, only 3 States switched to daylight saving time for the last Sunday in April (Maryland, Michigan, and Nebraska). The other States observed daylight saving time, as follows :

State	Area	DST began
Alabama-----	Communities in Chambers and Lee Counties and Fort Rucker in Coffee and Dale Counties.	Not available.
Idaho-----	Communities north of Salmon River-----	Varying dates.
Indiana-----	43 Counties-----	Year round.
	6 counties-----	Last Sunday in April.
Kansas-----	Portions of 24 counties-----	Year round.
	Hamilton and Kearney Counties-----	Last Sunday in April.
Kentucky-----	A number of communities in northwestern Kentucky--	Varying dates.
Minnesota-----	All except border municipalities-----	Fourth Sunday in May.
Missouri-----	Some 50 communities, including St. Louis-----	Varying dates.
Montana-----	Butte and Anaconda Co. and merchants in Anaconda--	Memorial Day.
New Mexico-----	Communities in Quay County-----	Year round.
	Los Alamos County-----	Last Sunday in April.
Ohio-----	Gallipolis, Ohio-----	May 5, 1965.
Oregon-----	Portion of Malheur County-----	Year round.
	Remainder of Oregon in Pacific standard time zone----	Last Sunday in April.
South Dakota-----	Portions of Mellette, Stanley, and Todd Counties, including half of city of Hayes, S.D.	Not available.
Tennessee-----	A portion of Marion County-----	Not available.
Utah-----	Portion of State located in Pacific standard time zone--	Year round.
Virginia-----	Portions of Virginia other than 10th Election District (adjacent to Washington, D.C.) and 8 counties in southwestern Virginia.	Monday after Memorial Day.
	Bluefield and Pocahontas, Virginia-----	4th Sunday in April.

B. Switchover from daylight saving to standard time

1. Of the 18 States observing daylight saving time on a statewide basis, all except Iowa, Nevada, and West Virginia returned to standard time on the last Sunday in October.

Iowa officially resumed standard time, pursuant to State law, on Labor Day, with "summer hours" continuing in some areas until the last Sunday of October.

All of Nevada except White Pine and Lincoln Counties returned to standard time on the last Sunday of October, but these two counties observed Pacific daylight time year-round.

² Although most of the area of North Dakota west and south of the Missouri River is located in the central standard time zone, the communities observe year-round mountain standard time.
³ While the entire State of Texas is located in the central standard time zone, El Paso County, Hudspeth County, and a portion of Culbertson County observe year-round mountain standard time.

In West Virginia, the northern panhandle (Wheeling and points north) and the eastern panhandle (Allegheny, Berkeley, and Jefferson Counties) resumed standard time on the last Sunday of October. The remainder of West Virginia returned to standard time on the last Sunday of September.

2. Of the 18 States observing daylight saving time on a nonstatewide basis, only Michigan resumed standard time on the last Sunday of October. The 17 remaining States returned to standard time on varying dates from August to October, while some areas observe year-round daylight saving time.

*C. Trend and summary of daylight saving time observance*⁴

In 1964, a total of 19 States observed only local standard time. In 1965, only 12 States fell into this category.

In 1965, a total of 36 States advanced their time by 1 hour on a statewide or nonstatewide basis. This is an increase of five States over 1964.

In 1954, 15 of the 31 States observing daylight saving time used the switchover dates of the last Sundays in April and October. Thirteen of these States observed daylight saving time on a statewide basis.

In 1965, 16 of the 36 States and the District of Columbia observed the switchover dates of the last Sundays in April and October. Fifteen of these States observed daylight saving time on a statewide basis. The 16 States are listed below :

California	Massachusetts	Rhode Island
Colorado	Michigan	Vermont
Connecticut	New Hampshire	Washington
Delaware	New Jersey	Wisconsin
Illinois	New York	
Maine	Pennsylvania	

STATEMENT OF ROBERT E. REDDING, EXECUTIVE DIRECTOR, COMMITTEE FOR TIME UNIFORMITY, AND VICE PRESIDENT AND GENERAL COUNSEL, TRANSPORTATION ASSOCIATION OF AMERICA

Mr. REDDING. I have submitted a statement on behalf of the Transportation Association of America and of the Committee for Time Uniformity as well, which I had intended to present to you to supplement Mr. Ramspeck's remarks. He not being here, I would like to summarize what are, to me, the succinct points that warrant your action as they are stated in my testimony.

First, of course, the TAA board of directors in 1961 approved a policy provision for uniformity of time, whether standard or daylight, and uniformity in the change dates within each time zone.

Mr. FRIEDEL. Without any objection, your full statement will be included in the record.

Mr. REDDING. Thank you, sir.

What I want to emphasize to members of this committee is that first, there is a large number and a wide variety of national interests which have supported uniformity in time legislation at Federal and State levels, having submitted supporting statements at this and three other congressional committee hearings since April of 1963. The Committee for Time Uniformity itself is a voluntary organization of many, many interests that have cooperated together in the last 2 to 3 years, involving 43 nationally known and privately operated institutions and organizations in the transportation, communications, shipping, finance, travel, farming, labor, and other general business fields. Those organizations are identified in an attachment to Mr. Ramspeck's statement.

We have also had the friendly cooperation of 23 governmental units,

⁴ The District of Columbia also observed daylight saving time in 1965 between the last Sunday of April and the last Sunday in October.

Federal, State, and local, including five Cabinet-level departments. So, what I wish to emphasize is that we have had a common agreement of all these interests, governmental and industry, that something needs to be done and the time has arrived to do it.

We know of no organized opposition to these recommendations, Mr. Chairman, and that, of course, is significant in any matter involving legislation. From the very beginning, we endeavored to anticipate where that might develop, and by working with those interests, we are able to state, I believe, that no organized voice will be presented to you in opposition to the objectives which we support.

The third point I feel important is that all echelons of government have participated on this. There is no State's rights claim, to my knowledge, that has been advanced in any quarter on Congress taking action. In fact, the huge volume of clippings and editorials which I have read in the last several years has almost universally urged you, the Congress, to take charge of this problem. However, we are long overdue on a nationwide basis in achieving nationwide time uniformity. I think it is of significance that for many years, the Interstate Commerce Commission had urged governmental review of the time problem. If this legislation is passed, I believe it is the ICC position that there will be no additional cost to the Federal Government for promoting time uniformity, in addition to which it will have the effect of reducing Federal subsidy.

I have in my studies noted an increasing trend across the country among many States toward daylight saving time. Now, if that comes, and if this is going to happen State by State, we should have uniformity, at least, in observing such time.

We think the American public will applaud Federal time uniformity legislation. We brought this problem to the attention of the public through all communications media—press, radio, and television. We think the people are ready.

Finally, we have visualized the Federal role here as one of promoting time uniformity nationally, modernizing the law which Congress enacted in 1918, and then prescribing the common switchover dates for daylight saving time wherever it prevails. But we have simultaneously, Mr. Chairman, worked in individual States to eliminate the frustrating local daylight saving time option, town by town, community by community, and to promote statewide observance of commerce changeover dates.

Last year, in the 13 States in which we worked, we achieved complete or partial success in 11 of them. We have found that they are all interested, due to the many involvements of the national economy, in achieving greater time uniformity.

Recently, those efforts have been bolstered by a uniform State law drafted and now being circulated by the Council of State Governments.

Finally, I have a personal comment, sir, that appears on page 3 of my statement. I term it a personal and collective salute on behalf of the Committee for Time Uniformity to our chairman, Mr. Ramspeck. I wish he were here to hear us say this. He has worked with us this last 2 or 3 years without any personal compensation. He has advanced wise counsel and leadership, and we all say many thanks.

I also make the same comment to the many Government officials, organization representatives, and private citizens who have worked

on this endeavor. I trust that the days of scrambled time will soon be but a memory.

(The complete statement of Mr. Redding follows:)

STATEMENT OF ROBERT E. REDDING ON BEHALF OF THE TRANSPORTATION
ASSOCIATION OF AMERICA AND THE COMMITTEE OF TIME UNIFORMITY

Mr. Chairman and members of the committee, I am Robert E. Redding, residing at 9809 Hillridge Drive, Kensington, Md. I am vice president and general counsel of the Transportation Association of America, a nonprofit organization comprised of a wide membership of users, investors, and airline, freight forwarder, highway, pipeline, railroad, and water carrier interests.

I have also enjoyed the privilege of serving as executive director of the Committee for Time Uniformity since its inception.

I shall take your time only to state the support of TAA for the position just expressed by Mr. Ramspeck and to supplement his statement with a few key points of importance to this hearing.

I

The TAA Board of Directors, in October 1961, approved a policy position that there should be uniformity of time, whether standard or daylight, and uniformity in the change dates within each time zone. This proposal was approved by the air, highway, pipeline, and railroad panels, and not opposed by the other four panels.

Following this action, the TAA staff has devoted considerable time and attention to the implementation of this policy while coordinating the activities of the Committee for Time Uniformity.

II

I would like to emphasize the following considerations which combine to justify favorable committee action:

1. A large number and variety of national interests support time uniformity legislation at Federal and State levels, having submitted supporting statements at this and three other congressional committee hearings since April 1963.

2. Since the formation of the Committee for Time Uniformity we have endeavored to work with every basic economic interest affected by clock chaos. We know of no organized opposition to our recommendations.

3. All echelons of government—Federal, State, and local—have extended helpful cooperation and assistance to us. No States rights claim has, to our knowledge, been advanced from any quarter in opposition to a Federal uniform time bill.

4. For the last 30 years the Interstate Commerce Commission annual reports have urged congressional review of the time problem. Enactment of H.R. 6785 will facilitate the reduction of Federal subsidy without any claimed additional cost for ICC promotion of nationwide time uniformity. Extensive private costs in the annual battle of timetables can be greatly reduced.

5. It has been said that millions march to a different cadence. There appears to be an increasing trend toward daylight saving time throughout the Nation. If it comes, uniform standards should prevail. Truly, Congress has time on its hands.

6. We think the American public will applaud Federal time uniformity legislation, and the sooner the better. This national inconvenience has been widely described in every State by press, radio, and television media. We think the people are ready.

7. We have visualized the Federal role as one of promoting national uniformity, modernizing the national time law, and prescribing common change-over dates for daylight saving time wherever it may prevail. We have simultaneously worked in individual States to eliminate the frustrating local daylight saving time option town by town and to promote State approval of common changeover dates. Last year we made progress in 11 of 13 States. These continuing efforts have now been bolstered by a uniform State time law circulated by the Council of State Governments. We think this Federal-State action pattern is the right answer.

8. Finally, a personal and collective salute on behalf of the Committee for Time Uniformity to our chairman, Mr. Ramspeck. He has served without compensation and has always advanced wise counsel and leadership. We all say "Many thanks." I say the same, "Many thanks," to the many Government officials, organization representatives, and private citizens who have cooperated with us. We trust that the days of scrambled time will soon be but a memory.

Thank you for your attention and this privilege to discuss Project Timesaver.

Mr. FRIEDEL. I thank you for a very, very fine statement. Evidently, you did a lot of research work on this.

Mr. REDDING. We worked hard on this, Mr. Chairman. A few additional comments and I shall be finished.

You have before you a statement by Thomas P. Phelan, president of the Pacific Coast Stock Exchange, which is to be submitted for the record in support of our activities. They have been an important part of our Committee for Time Uniformity.

Mr. FRIEDEL. That statement will be included in the record.

(The statement referred to follows:)

STATEMENT BY THOMAS P. PHELAN, PRESIDENT, PACIFIC COAST STOCK EXCHANGE

The State of California has adopted the compulsory observance of daylight-saving time from the last Sunday in April to the last Sunday in October so as to conform their observations with those of the major Eastern and Midwestern States, metropolitan areas and business and financial centers. Such compulsory conformity in time throughout the year is vital to west coast business, agriculture and industry.

The west coast is one of the largest population areas in the Nation. Its markets are nationwide and thus its manufacturers, financial institutions, and its large farms and agricultural groups who compete with producers in other parts of the country need as many working hours in conformity with eastern and midwestern business centers as possible. Without conforming daylight time on the Pacific coast with that experienced by eastern and midwestern communities, west coast businesses would be out of step and under an unnecessary or unwarranted handicap by the loss of an additional business hour. Thus production could fall with a resultant curtailment of employment and reduction of gross receipts by west coast activities.

California originally adopted compulsory daylight saving time from the last Sunday in April to the last Sunday in September in 1949. In 1962 by an even greater percent of the population it extended such compulsory observance to the last Sunday in October so as to conform with eastern and midwestern areas observing such time.

We strongly believe that conformity of time throughout the country would be in the economic interest in all segments of industry and business and adoption of H.R. 6785, H.R. 7867 and H.R. 6481 is strongly recommended.

Mr. REDDING. Thank you, sir.

I have also received a telegram which is also before you from the Honorable Tom Frost. Mr. Frost is a member of the Virginia State Legislature. He has voluntarily and personally taken an interest in this problem, and particularly insofar as his own State is involved. He has come to Washington to testify at least twice before congressional committees concerned with this matter. He would have liked to have been here today. But being unable to do so, he sent me a telegram asking our permission to receive into the record his testimony of last April before the Senate Commerce Committee. That statement is also attached to the telegram and it appears before you.

He has stated, Mr. Chairman, that Governor Godwin of Virginia will not oppose the enactment of the legislation which we support.

Mr. FRIEDEL. Without objection, that statement will also be included in the record.

Mr. REDDING. Thank you.
(The telegram and statement referred to follows:)

[Telegram]

RICHMOND, VA.

ROBERT E. REDDING,
Transportation Association of America,
Washington, D.C.:

Unable to attend rescheduled House Interstate and Foreign Commerce Committee hearing on time uniformity legislation Wednesday, February 2. Request permission of Chairman Staggers to receive into record my testimony on April 26, 1965, before Senate Commerce Committee on similar legislation. Governor Godwin will not oppose enactment of H.R. 6785 or essentially similar legislation.

TOM FROST.

STATEMENT OF HON. THOMAS N. FROST, VIRGINIA STATE LEGISLATOR, BEFORE
SENATE COMMERCE COMMITTEE ON APRIL 26, 1965

Mr. FROST. I will be short, sir. Mr. Chairman, I have spent a lot of time in trying to get a bill through our Virginia State Legislature for uniform time and we were always unsuccessful, one time by one vote.

We realize we have, I am sure, the most confused State in the Union with time with our nine counties in the southwest who are strictly on standard time and, as the gentleman said, if you could put the whole State on standard time, it would really take an act of Congress to get the great Southern State of Virginia on one time.

But, I understand your bill will permit them to remain on standard time. I urge and plead with you to report this bill out and pass it at your very earliest convenience. We are really most anxious in Virginia to have this bill enacted. It is certainly a step in the right direction to having uniform time all over the United States.

I received a letter from the Governor. May I read it? It is just a short letter and I would like to have it included.

Senator McGEE. Yes.

Mr. Frost (reading).

"Dear Mr. Frost: I understand you plan to appear before the Senate Commerce Committee in support of S. 1404, which would provide uniform time zones throughout the United States.

"Enactment of such legislation, in my judgment, would be in the best interest of the Nation and I trust that the Congress will act favorably during this session. As you know, the Virginia General Assembly has advocated such an approach, and I am confident that the legislation would meet with the approval of the great majority of our citizens."

It is signed "Albertis S. Harrison, Jr." I would like to put that in the record.

Senator McGEE. Yes; the letter from the Governor will appear in the record.
(The letter follows:)

"COMMONWEALTH OF VIRGINIA,
"GOVERNOR'S OFFICE,
"Richmond, April 23, 1965.

"Hon. THOMAS N. FROST,
"Warrenton, Va.

"DEAR MR. FROST: I understand you plan to appear before the Senate Commerce Committee in support of S. 1404, which would provide uniform time zones throughout the United States.

"Enactment of such legislation, in my judgment, would be in the best interest of the Nation and I trust that the Congress will act favorably during this session. As you know, the Virginia General Assembly has advocated such an approach, and I am confident that the legislation would meet with the approval of the great majority of our citizens.

"Sincerely yours,

"A. S. HARRISON, Jr."

Mr. FROST. I have nothing else to say, but I do urge the reporting out of this bill.

Mr. REDDING. I have just one final point, sir. As we have endeavored to evaluate the time problems of this Nation, we have realized that it is something more than merely the time that is observed in the individual States. It is a worldwide problem, actually.

Very early in our activities, we consulted with authorities that were familiar with the worldwide situation. You will find attached to Mr. Ramspeck's statement a comment made by one of those top authorities to the effect that the United States is the worst timekeeper in the world. In order to document that, however, and no one had ever really done so, we prevailed upon a gentleman who served many years with the Interstate Commerce Commission as a hearing examiner trying all the time uniformity cases that appeared before that Commission. His name is Thomas Pyne. Mr. Pyne is in the audience this morning. He has given us counsel over many months, now in retired status, and has carefully prepared what we have termed a "worldwide time study." Our thought has been that it is not merely a matter of trying to correct the time problems in this Nation, because it also affects foreign commerce. It affects Canada, and we have been in touch with Canadian authorities.

Therefore, Mr. Chairman, with your permission and because this has never been published—it is merely a 14-page document—we would appreciate it if you would be willing to have that study, which is a current study, included in this record, because we feel it can contribute to further cooperation in the interest of time.

Mr. FRIEDEL. Fourteen pages?

Mr. REDDING. Yes, sir.

Mr. FRIEDEL. Is there any objection?

(No response.)

Mr. FRIEDEL. The statement will be printed in the record.

(The statement referred to follows:)

A WORLDWIDE SURVEY OF TIME OBSERVANCE

(By Thomas E. Pyne)

A. STANDARD TIME OBSERVANCE IN THE WESTERN HEMISPHERE

For over 80 years, since the zone system of time was inaugurated in the United States and Canada by the American railroads on November 18, 1883, the United States has had four time zones (W5 to W8),¹ commonly called the eastern, central, mountain, and Pacific zones. These standards of time received congressional approval in 1918 in the Standard Time Act (15 U.S.C. sec. 261 et seq.), which also adopted a single zone and corresponding standard time (W10) for Alaska. Under this Federal law, which the courts have held governs only the movements of interstate carriers and the other Federal purposes specified in the act, the Interstate Commerce Commission determines what portions of the coterminous territory of the United States are to be embraced in each of the four zones covering that area. Alaska standard time is observed in the central part of the State. Pacific time (W8) and Yukon time (W9) are used in the

¹ Throughout this paper the 24 standards of time encircling the globe will be as follows: The zero zone of Greenwich, "Z"; those east of Greenwich "E", e.g., that of the 15th degree of longitude east from Greenwich, 1 hour faster than Greenwich time "E1", that of the 30th, "E2", etc.; those west of Greenwich "W", e.g., that of the 15th degree of longitude west from Greenwich, 1 hour slower than Greenwich time "W1", that of the 30th, "W2", etc. Eastern time would thus be "W5" time, based on the 75th degree of longitude west from Greenwich, 5 hours (15 degrees of longitude equals 1 hour) slower than Greenwich time. Central time would be "W6" time, 6 hours slower than Greenwich time. Irregular standards in between the 24 regular zone standards will be referred to by fractions; e.g., "W3½", the time of 52°30' longitude west from Greenwich time; "W3¼", that of 52°15' longitude west, 3¼ hours slower than Greenwich time. These designations are sometimes used to refer to the geographic zones in which the particular time is observed.

southeastern part, and Bering time (W11) is observed on the West coast and in the Aleutian Islands. Hawaiian standard time is the same as Alaska standard, (W10). In most States, at least during the winter months, the State and local laws as well as the actual time observance follow the Federal law. However, a number of communities or areas along the time zone boundaries observe the time of the adjacent zone. During the warmer months, however, there are numerous departures from the Federal standards.

It is interesting and informative to examine the time habits of other countries and to observe how they compare with our own time arrangements in the United States, keeping in mind the differences in longitude and latitude, and other geographic and natural differences. Canada has seven zones, including the four zones which extend into the United States (W5 to W8). Canada also has two zones farther east (W3½ and W4), and the Yukon zone (W9), which lies between our Pacific and Alaska zones. Canada does not extend south of the 42° parallel, and most of it is north of 49°, compared with the continental United States north-south limits extending from about 25° to 49°, 21° for Hawaii, and from 55° to 71° for Alaska, all north latitude.

To the south, Mexico is mostly in the central zone (W6). A small area of Mexico along the west coast is in the mountain zone (W7), with the exception of the northern part of lower California, which is in the Pacific zone (W8). Central America is in the central zone (W6), with the exception of Panama, which is in the eastern zone (W5), and British Honduras, which has central time (W6) in the summer but turns the clocks back a half hour to (W6½) for the winter. The nearer islands of the West Indies, such as the Bahamas, Cuba, the Dominican Republic, Haiti, and Jamaica, are all in the eastern zone (W5). A few islands near Venezuela observe time a half hour faster (W4½), while the islands farther east, such as Bermuda, Puerto Rico, Virgin Islands, Leeward and Windward Islands, and Trinidad take Atlantic time (W4).

As to South America, the northwestern part, embracing Colombia, Ecuador, and Peru, as well as the western tip of Brazil and the Galapagos Islands, are in the eastern zone (W5). Chile, stretching southward for almost 3,000 miles along the Pacific coast, is in what we call the Atlantic zone (W4), as are also Bolivia, Paraguay, and most of western Brazil. The entire east coast of South America, eastern Brazil, Uruguay, and Argentina, including Tierra del Fuego, are in the next faster zone (W3). Three countries along the north coast of South America have standards not on an hourly basis: Venezuela uses W4½ time, midway between Eastern time and Atlantic time, British Guiana uses W3¾ time, 15 minutes faster than Atlantic time. Surinam, otherwise known as Netherlands Guiana, uses W3½ time, 30 minutes faster than Atlantic time.

So far as latitude is concerned, Mexico varies from about 32° to 15° north, the West Indies from 27° to 10° north, Central America between 15° and 8° north, and South America from about 12° north to 55° south. Brazil and Argentina, which overlap in the middle, together extend almost the entire distance (5° north to 55° south).

The equator runs through the northern part of South America (Ecuador, Colombia, and northern Brazil). Only the latitudes of southern Brazil and Paraguay, all of Uruguay, and most of Argentina and Chile are the counterparts of those of the United States. Buenos Aires, Argentina, and Santiago, Chile, are about the same distance south of the equator as Los Angeles, Calif., or Atlanta, Ga., are north of the equator. The southern latitudes of Rio de Janeiro in southern Brazil, Puerto Montt in middle Chile, and Punta Arenas in southern Chile correspond roughly with latitudes of Tampico, Mexico, Chicago, Ill., and Edmonton, Canada, respectively, north of the equator.

B. DAYLIGHT SAVING TIME OBSERVANCE IN THE WESTERN HEMISPHERE

In the United States the Federal Standard Time Act makes no provision for daylight saving time. As the result of State or local options under existing laws, however, in the populous States and areas in the northeastern parts of the eastern and central zones, at scattered points in the mountain zone, and throughout most of the Pacific zone, daylight saving time is observed.

Daylight saving time in Canada follows much the same haphazard pattern it does in the United States. In the East, about 2 dozen cities in the Maritime Provinces observe Atlantic daylight time; more than 100 cities in southern Quebec and southeastern Ontario go along with the usual U.S. observance of eastern daylight time and generally for the same 6-month period. British Columbia on the west coast observes Pacific daylight time throughout the Prov-

ince, while Manitoba has provincewide observance of central daylight time, but for only 5 months each year. After observing mountain daylight saving time for a while several cities in the southern half of Saskatchewan shifted to year-round central time.

At the present time there is no daylight saving time in the Provinces of Newfoundland, Saskatchewan, or Alberta, nor in northern Quebec or northern and western Ontario. North of the 60th parallel, during the daylight saving time period, there is enough daylight to satisfy the most prodigal user, so that daylight saving time is not necessary there. Generally the eastern, central, mountain, and Pacific time zones in Canada extend farther west than corresponding zones in the United States.

The only daylight saving time in Mexico is at a few points in the northeast corner, just south of the California border. The only seasonal shift of time in Central America is the half-hour change in British Honduras, but the official position seems to favor the concept that central time is observed except from the second Saturday in October to the second Saturday in February when the clocks are turned back a half hour for this fall and winter period. Cuba, the Bahamas, and a few other islands of the West Indies have daylight saving time for various summer periods. The Dominican Republic observes advanced winter time from the middle of October to about the first of February.

In South America, daylight saving time is confined to Brazil, Uruguay, and Argentina. Since summer in the Southern Hemisphere occurs during winter months in the United States, daylight saving time in these countries is just the reverse; namely, from the middle of October to February or March; consequently, the normal zone relation between the Northern and Southern Hemisphere is completely disrupted. For example, Washington, D.C., and Buenos Aires, Argentina, normally in zones W5 and W4, respectively, both observe daylight saving time during their respective summer, the former from April 26 to October 25 during the 1964 season, and the latter from October 15, 1963, to February 29, 1964. The time differences between the two cities, also in relation to Greenwich time, are shown in the following table:

Time in 1964	Jan. 1- Feb. 29	Feb. 29- Apr. 26	Apr. 26- Oct. 15	Oct. 15-25	Oct. 25- Jan. 1
Greenwich time (noon).....	12	12	12	12	12
Washington time (a.m.).....	7	7	8	8	7
Buenos Aires time (a.m.).....	9	8	8	9	9
Hours, Washington behind Greenwich.....	5	5	4	4	5
Hours, Buenos Aires behind Greenwich.....	3	4	4	3	3
Hours, Washington behind Buenos Aires.....	2	1	0	1	2

Thus, although Washington, D.C., is normally 5 hours slow of Greenwich and 1 hour behind Buenos Aires, which is 4 hours behind Greenwich on January 1 (the middle of summer in the Southern Hemisphere), Buenos Aires is already on daylight saving time and is actually only 3 hours behind Greenwich, and 2 hours ahead of the United States. During March and most of April, when neither city is on daylight saving time, the normal difference of 1 hour applies. In April when Washington is on daylight saving time and Buenos Aires is not, there is no difference in time, and both cities are 4 hours behind Greenwich time. For a short while during October, while Washington is still on the advanced time and Buenos Aires has just started such observance, the latter city again becomes an hour ahead of Washington and only 3 hours behind Greenwich time. Finally, after the Washington daylight saving time period is over, it again becomes 2 hours behind Buenos Aires and 5 hours behind Greenwich time.

C. TIME OBSERVANCE IN THE EASTERN HEMISPHERE

In the Eastern Hemisphere the zero zone, for which the Greenwich meridian is the base, embraces the British Isles, Portugal, and almost all of the western bulge of northern Africa from Morocco to Ghana and from Mauritania to Niger. The next zone (E1, the first zone east of Greenwich) includes all of western Europe from Spain to Yugoslavia and western Poland, and from Italy and Albania to Norway and Sweden; and in Africa it embraces Algeria and the west coast south of the bulge from Dahomey as far south as Angola. The E2

zone, which used to include much of eastern Europe, now is confined to Finland in northern Europe and Bulgaria, Greece, and Rumania in southern Europe. It also embraces Turkey and the other Asian countries at the eastern end of the Mediterranean south of Turkey; and in Africa, Egypt, Libya, Sudan, the Congo Republic, Rhodesia, Nyasaland, and the rest of Africa south of Angola and Tanganyika.

Formerly, the Soviet Union observed daylight saving time on a seasonal basis, but many years ago extended the observance of the advanced standard to the entire year for each of its 11 zones. Thus, the part of that country in eastern Europe, previously in zone E2, is now in zone E3, so that between Finland on the north, to Rumania on the south there is no area observing E2 time. The time zone boundary which extends from the southern border of Finland to the northern border of Rumania (about 900 miles) is between the E1 and E3 zones, representing a time difference of 2 hours. In Africa, zone E3 embraces Ethiopia and other countries in eastern Africa as far south as Tanganyika, including the offshore islands of Zanzibar and Madagascar.

Zone E3 also embraces Iraq and Kuwait in the southwestern Asia and furnishes the time standard for certain of the commercial activities throughout most of the Arabian Peninsula. A few points on the east coast use E4 time. Dhahran and one or two other oil-production centers on the Persian Gulf not only observe that time, but have recently been permitted to advance that standard by summer daylight saving time, so as to enable the industrial workers to avoid the intense heat of the late afternoon. However, the local time observed by native Saudi Arabians differs substantially from the general system of standard time. They observe the Islamic system which follows the ancient Biblical concept under which each day is considered as beginning at sunset. Thus the night precedes the day. What we would call Sunday night the Muslims refer to as Monday night, or more accurately as the eve of Monday. Each evening precisely at sunset local clocks are reset to 12 midnight. As the time of sunset varies, depending on the season and the latitude, from about 5 to 7 o'clock, the start of the Saudi Arabian day varies with the location and the time of the year. Thus, 2 a.m. Arabian time (2 hours after sunset) at a point on the 20th parallel north of the Equator would be 8:40 p.m. in July 8 p.m. in September, and 7:20 p.m. in December, in terms of local sun time as we calculate it. No one could blame a foreigner for getting a little confused if he is told to come calling at 2 or 3 a.m.

In southern Asia most of the countries seem to prefer half hour times—in between the 24 hourly standards based on the time meridians. Iran uses E3½ time; Afghanistan, E4½; West Pakistan, E5; India and Nepal, E½; East Pakistan, E6½; Bhutan and Burma, E6½. Farther east, Thailand, Laos, Cambodia, and the western islands of Indonesia such as Sumatra, Java, and Bali observe E7 time; Malaya and Singapore, E7½; Vietnam, Borneo, the Celebes, and the Philippines E8; and the eastern islands of Indonesia, including the Moluccas and the western half of New Guinea, now called West Irian, E9. Australia has three time zones, the western part is in zone E8, the central part uses 9½ time, and the eastern part, E10, which is also used in the eastern half of New Guinea.

As we have seen, the Soviet Union uses 11 zones E3 to E13, the last of which is the same as Bering time, W11, except that it is a day ahead, because all of Russia is west of the international date line. Thus, when it is 12 noon Sunday in zone W11, it is 12 noon Monday in zone E13. China has five zones, E5 to E9, but they are directly related to the respective time meridians, and are not advanced as are those in the Soviet Union. Zone E6 in China is directly south of E7 in Siberia, E7 in China directly south of E8 in Siberia, and so on. Zone E8 embraces most points on the east coast of China, including Hong Kong and Macao, and also Taiwan (Formosa). Japan, Korea, and the Ryukyu Islands are in the E9 zone.

Various islands in the Atlantic Ocean range from W4 to E1, including Greenland with three zones (W4, W3, and W2), and Iceland W1. Islands in the western Mediterranean, such as Corsica, Sardinia, and Sicily, observe E1 time, and those farther west such as Crete and Cyprus observe E2 time. In the Indian Ocean the islands use various times from E3 to E7, and in the Pacific Ocean the numerous islands are accorded times ranging from E8 to W4, many of them "half hour" times. The zone times of some of the best known from west to east are: Zanzibar and Madagascar, E3; Ceylon, E5½; Christmas Island, E7; the Carolines, spread among E9, E11, and E12; Tasmania and the Marianas, E10; the Kuril Islands and the Solomon Islands, E11; New Zealand, Fiji, Wake,

the Marshall Islands, and the Gilbert Islands, E12; Midway and the Aleutians, W11; and Hawaii and the Society Islands, W10.

With respect to the latitudes of these countries in the Eastern Hemisphere, Europe extends from about 36° to 71° north latitude; Africa from about 37° north to 35° south; Asia from about 78° to 1° north; and Australia from about 11° to 38° south latitude. The band between north latitude 25° to 49°, which roughly represents the south-north boundaries of the United States, would extend on the north across northern France, southern Germany, Czechoslovakia, southern Russia, and northern China. This band would include all of the Mediterranean area, the northern part of Africa, northern Egypt, northern Saudi Arabia, Iraq, Iran, West Pakistan, the northern part of India, and most of China.

Notably the British Islands are not embraced in this band, as they stretch from about 50° to 59° north, corresponding to latitudes stretching from Winnipeg north to Churchill, Canada, almost the entire north-south limits of the Canadian Province of Manitoba. In the summer this means that London, which is in the southern part of England, has days which are up to 2 hours longer than those in Washington, D.C., for example, and in northern Scotland, the difference is as much as 3½ hours. Another thing to be remembered in comparing the time systems of the two countries is that the London (Greenwich) meridian runs through the eastern part of England, and, therefore, practically the entire area is accorded a time faster than "sun time." In western Ireland it is 41 minutes faster. Berlin is even farther north than London.

It is hard to believe that Paris is farther north than Quebec; that Naples is farther north than Denver; that Cairo is as far north as New Orleans; that Dhahran, Saudi Arabia, is farther north than Miami; and that New Delhi is no farther south than Cape Kennedy. It is well to note also that the only substantial areas of the Western Hemisphere which are in the South Temperate Zone are the southern tip of Africa, southern Australia, and New Zealand. None of them extend as far south as South America in the Western Hemisphere, which (Chile and Argentina) reach about 55° south latitude, 20° or 1,500 miles farther south than the Cape of Good Hope at the southern tip of Africa. Furthermore, the total land area in the South Temperate Zone, even with the southern part of South America added, is small compared with the similar area in the North Temperate Zone, including a large part of North America, most of Europe, the greater part of Asia, and the northern part of Africa.

The only country in Africa observing daylight saving time is Egypt (22° to 32° north), and the period is from March 30 to September 30 of each year. It is not known what led to the adoption of daylight saving time in Egypt, but it is a little unusual for a country so far south. In Europe, the British Isles (50° to 59° north), of course, adhere to summer daylight time, and are joined by Norway (58° to 71°) and Poland (49° to 55°), all farther north than the United States. The same observance prevails in Portugal (37° to 42°), in the southeastern corner of the Continent, and Turkey (36° to 42°), in the southwestern corner and mostly in Asia, both comparable in latitude to the United States. For example, Lisbon is on a level with Washington, and Ankara with Philadelphia. Thus, it will be seen that during the daylight saving time period, the British Islands and Portugal, which normally observe Greenwich time, advance their time to the basis observed in Western Europe (E1 time), so that during that period a single time applies from Ireland to Czechoslovakia, from Portugal to Hungary, and from Italy to Sweden, except that Norway already on E1 time moves forward to E2 time in the summer. The periods of daylight saving time differ at both ends between various dates in March or May to September or October.

Very little daylight saving is observed in Asian countries. So far as is definitely known, the practice is confined to Turkey already mentioned, and the neighboring Syria (32° to 36° north), a few points in eastern Saudi Arabia on the Persian Gulf (about 26° north), and the far eastern port areas of Hong Kong and Macao (about 22° north).

D. WIDESPREAD VARIATION IN DAYLIGHT HOURS

The inclusion of the latitudes in the foregoing discussion is to emphasize their importance in arriving at satisfactory time standards, particularly in the matter of daylight saving time arrangements. The effect of latitude on the amount of daylight available in summer may be illustrated by the differences in the length of days at the vernal and autumnal equinoxes, on the one hand, and at the summer solstice, on the other. At the equinoxes in March and September the difference in the length of daylight at the Equator and at 60° is only a few minutes; but

at the summer solstice in June in the Northern Hemisphere and in December in the Southern Hemisphere, the period of daylight at 25° is 1 hour and 36 minutes longer than at the Equator; at 40° , 2 hours and 54 minutes longer; at 50° , 4 hours and 16 minutes longer; at 60° , 6 hours and 46 minutes longer; etc., until above the Arctic Circle ($66:30$ north latitude) and below the Antarctic Circle ($66:30$ south latitude) daylight extends for 12 hours longer than at the Equator, or all 24 hours.

To state this phenomenon in another way: At the equinoxes, all of the points on any given meridian, the 75th, for example, have sunrise at about the same time. So, on the equator in Columbia, South America, at 25° near the Bahamas, at 40° in the Philadelphia area, at 50° near Chibougamau, Quebec, and at 60° near the east shore of Hudson Bay, the sun rises on March 20 and September 22 at about the same time. At the summer solstice, however, when it is sunrise at the place in Colombia, South America, where the 75th meridian crosses the equator, sunrise on the 25th parallel occurs at 87° longitude in the Gulf of Mexico about 350 miles south of Pensacola; on the 40th parallel at $96:45^{\circ}$ near Beatrice, Nebr.; on the 50th parallel at 107° just southwest of Moose Jaw, Saskatchewan; and on the 60th parallel at $125:45^{\circ}$ near the southeast corner of Yukon Territory.

It is this substantial slant of the sun's rays during the summer months that actually led to the adoption of daylight saving time. The original theory was that in the northern latitudes, characterized by short days in winter and correspondingly long days in summer, an effort should be made to utilize to the best advantage the long periods of sunlight available in the summer months. Accordingly, in the summer months the time standard was advanced 1 hour. For such a scheme to succeed, the standard of time, when advanced by an hour, must still bear a reasonable relation to local sun time, and afford adequate daylight for the performance of the usual morning activities. This is not possible in the lower latitudes, where there is not enough difference between the long and short days to result in any substantial benefits. Clearly at or near the equator, where the periods of daylight and darkness are nearly equal the year round, daylight saving time would be pointless.

At 10° latitude, the earliest sunrise in summer is only 23 minutes before 6 a.m. At 20° it is 40 minutes before; at 30° , an hour and 2 minutes before; at 40° , an hour and a half; at 50° , 2 hours and 10 minutes; and at 60° , 3 hours and 25 minutes before 6 a.m. These figures are for the longest days. The average for the usual daylight saving time period of 182 days would be a little more than half the figures shown, and for the higher latitudes sunrise in October would occur after 6 a.m. For example, at latitude 40° the time of sunrise on April 26, 1964, the day many U.S. citizens turned their clocks ahead, was 6:07 a.m. daylight-saving time. This time of sunset ranged up to 5:30 a.m. In the middle of June, and back to 7:20 a.m. on October 24, the last day of daylight saving time. Measured by standard time, sunrise on this parallel ranged from 53 minutes before 6 in April to 90 minutes before 6 in June, and back again to 20 minutes after 6 in October. The average was about 52 minutes before 6 for the entire period.

CONCLUSION

"No wonder the time situation is such a mess," says the reckless cynic. "It is incredible that the world is still using an outmoded system of time, concocted by a bunch of old fogies back in the 1880's." But despite its continual battering, the hourly zone time system is still adhered to throughout most of the world, at least basically. Actually the world time situation is not as bad as one might think, and whatever confusion exists is caused, not by the system itself, but by the failure to adhere to it. This is not to say that there is no room for improvement.

One of the important causes of difficulty is the observance of standards not on 1 of the 24 regular hourly bases, but in between them. Eighteen such irregular standards are in use. While most of them are on the half hour, several are based on odd minutes faster or slower than a regular standard. As a result there are a total of 42 different standards of time known to be in use at present. Many of the countries using the odd standards, however, are small or are islands. Nevertheless, the reduction of the number of these odd times, or their elimination, would surely simplify the time situation.

There is little doubt that the greatest contribution to existing confusion is made by the instability and lack of coordination of much of the time system of the

United States and Canada, due to the mistaken notion that time observance is and should be a matter of only local concern and to the lack of restraint on the part of local officials in the exercise of the power accorded them by default of Federal and State Governments.

In contrast, most of western Europe and a large part of western Africa now observe a single standard of time the year round. This area extends north and south from Sweden to Italy and from Algeria to Angola, embracing about 30 different countries with a total population of over 375 million. In Europe the area extends from Spain to Yugoslavia, a total of over 30 degrees of longitude, equal to a time belt of more than 2 hours. Three other countries, Norway, Poland, and Albania, with a total population of 35 million, also observe this western European time in the winter but shift forward an hour under daylight saving time in the summer. This is more than offset by the fact that the 65 million people in the British Islands and Portugal, who are in the zero zone, also shift forward to Greenwich daylight saving time, the equivalent of western European time. It is remarkable that the French and Germans and even the English and the Irish are able to agree on a common standard of time, a goal which appears unattainable by such good Washington, D.C. neighbors as Alexandria and Richmond, Va., who observe different periods of daylight saving.

In addition to the United States, Canada, and the British Islands, there are only a few countries that observe daylight saving time. The periods differ between the different countries; but are effective nationwide.

One of the principal causes of controversy in time matters is the failure of the participants to give sympathetic consideration to the other side. A New Englander, for example, raised on daylight saving time, cannot fathom the objections of his western or southern friends. The city dweller, who enjoys the benefits from the annual shift in time, sees no logic in the stubborn opposition of farmers. The rural dweller has nothing but contempt for the yearly practice of city folks believed to bring inconvenience and misery to everyone by their yearly clock "hocus-pocus."

An examination of the time zones of the world engenders a sincere respect for the system and the ingenuity of those who some 85 years ago, succeeded in laying the foundation for the present time zones. Despite scientific advances in many fields, no better system has been found or suggested. Greater adherence to the underlying plan should be rewarding. It is destructive to permit two standards to be in effect in any one place at any one time, dependent on such vague demarcations as Federal versus State, interstate versus intrastate, or State versus city. A reasonable relation to sun time is essential. A convenient distribution of available sunshine between morning and afternoon hours for the various communities concerned can only be achieved by cooperation in considering the relevant facts pertaining to the entire zone, and beyond that to the entire country.

No satisfactory time system can ever evolve from a multitude of independent and conflicting actions of many separate communities in widely varying circumstances, each bent on determining the time it wants without regard for the interests of the area as a whole. On the other hand, in the absence of adequate time laws, cooperation between communities, and areas, and States, and regions, is the only way to a better and more stable time system for the United States.

Mr. REDDING. Thank you, Mr. Chairman. I have nothing further.

Mr. FRIEDEL. Mr. Moss, do you have any questions?

Mr. MOSS. Yes, Mr. Chairman, I have a few questions.

Mr. Redding, I understand your association has as its minimal request establishing three new time zones and uniform dates for changes, is that correct?

Mr. REDDING. Yes, sir.

Mr. Moss. Do you feel that that goes far enough in achieving time uniformity?

Mr. REDDING. It does not solve the problem completely, Mr. Moss, but we feel that as a practical matter, it is the most that the Congress can expect to do at this time on this problem. We have envisaged that there was a dichotomy here of a Federal role and a State role. I have already summarized the efforts that we are undertaking at State level.

As time has gone on in the last 2 to 3 years, and in consulting with Federal, State, and local officials, it became clear to us, increasingly so, that the Congress should not endeavor to say to any State or local jurisdiction whether or not to observe daylight time. This is a decision to be reached at State and local levels.

While the bills we have before us this morning, which we support, do not assure 100 percent time uniformity, sir, in our judgment, it resolves the first and foremost problem of time confusion, mainly, the switchover dates on daylight time. We are hopeful that our continued efforts at State level will result in having those States which now observe daylight time on a local option basis—will, by their own actions, bring about the daylight saving time on a statewide basis.

Mr. MOSS. Do you think we should pass a bill that continues to respect local option on the matter of daylight time, local option at a level of government below that of the State?

Mr. REDDING. To answer your question, I feel again that were you to write a bill along the lines you describe, you would probably find considerable opposition stemming from State and local governmental levels, contending that it is their decision as to whether they observe daylight time or not. We have worked with officials of State and local governments in this matter. They are identified in Mr. Ramspeck's statement.

Mr. MOSS. Well, I can see that some advantage is achieved through a uniformity of dates. But for the average individual traveling across this Nation, I cannot feel that we have done very much to assist him. I have in mind the many times that I have driven across the United States and one town is on daylight and the other town is on standard, and you find some places where you do not know what time it is. You honestly do not know what time it is.

Mr. REDDING. Very true, sir. In fact, you could envisage the plight of the traveler passing from Iowa into Nebraska. He passes through Council Bluffs, which is on daylight time. Then he crosses the Missouri River and goes through Omaha, which is on standard time. Thus, he drives through two 5 p.m. rush hours. The consternation he suffers is beyond belief.

Mr. MOSS. I have driven in that area. If we are going to do anything, it seems to me that at the very least, we should insist that the States assume the responsibility for standardization of the time within their own boundaries. I do not think we should permit any subdivision less than the State to retain local option.

Mr. REDDING. Yes, sir. I am impressed by your comment, and would simply add what I have already said, that in our cooperation with State officials, we have found them very much interested in doing the type of thing you suggest. This began with the efforts in California, you will recall, to shift from the last Sunday of September to the last Sunday of October. It has been followed in various States by the Governor's proclamation or by State legislative action.

Only a few months ago, in the State of Pennsylvania, where all official business was transacted on eastern standard time, there were nonetheless 600 communities that observed daylight time. Through our efforts and the cooperation of other interests, we succeeded in persuading the State legislature to enact a bill, later signed by the Governor, which provided for statewide daylight-saving time between the

last Sundays of April and October. I would feel that once we pass the type of legislation which is before you, the various States would rather quickly and voluntarily do the type of thing you feel important.

Now, as to the local subdivisions, this, of course, involves all types of pressures at the State level and in the State legislatures. Yet, I would be confident that even they would be amenable to State legislation, as was indicated in Pennsylvania.

Mr. MOSS. Of course, I recall the battle in California in 1949 for the enactment of daylight-saving time. I was a member of the State legislature at the time. I think the overwhelming majority of both houses, the membership of both houses in the State legislature, felt that it was a far, far more appropriate area for Federal legislation than for State legislation. We desired uniformity, but we had not the power to achieve it.

I think here the Congress should give very, very careful consideration to the need for uniformity and not merely create uniformity of confusion. Because all we do, in the legislation being supported here, is to start it and end it at the same time. But the confusion across this Nation continues, and there is no power given here to remove it. I think as a minimum, we ought actually to achieve uniformity in this Nation on time.

Mr. REDDING. May I say that 43 organizations that have been a part of this combined effort would applaud that solution if it could be brought about. You realize, of course, that the greatest uniformity we could hope for would occur if we had a nationwide pattern of time observance, no question about it. But as a practical matter—

Mr. MOSS. It seems to me we have nationwide standard time. Along about April, we suddenly go into a pattern of chaos on time. Now, we achieved the uniform standard time because of Federal legislation, and I think we need the same solution if we are ever to have uniformity of time during the period of the year when most people do most of their driving.

Mr. REDDING. Thank you for your interest, Mr. MOSS. I hope this committee will enact favorable legislation of some sort, certainly.

Mr. FRIEDEL. Mr. KORNAGAY, do you have any questions?

Mr. KORNAGAY. Mr. Chairman, I have no questions of the witness, but would simply like to make a statement.

Mr. FRIEDEL. First, I would like to make the statement that that 14-page report will not be included in the record at this time. It will be referred to our staff members to look over, and then it may be included in the record later.

Mr. REDDING. Very good; thank you, sir.

Mr. KORNAGAY. Mr. Chairman, I just wanted to say I have no questions of the witness, but I would like to state that I really have no preference as to whether we operate on fast time or slow time, as they say down home. But I do think it is highly desirable that we operate on the same time.

That is all.

Mr. FRIEDEL. Mr. VAN DEERLIN.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

In California, we refer to standard time as God's time, not fast time or slow time.

Does the committee on time uniformity regard this legislation as a foot in the door? What is the long-range goal of the committee?

Mr. REDDING. First, the committee is but a temporary body, an ad hoc organization which was created in 1962, when transportation forces came to the Transportation Association of America, with which I am affiliated, and asked that we try to help out generally on solving the problems of time confusion. We created this ad hoc organization to which we refer. It now embraces well over 40 national organizations, as well as over 20 levels of governmental agencies. We did not envisage that we were going to exist perpetually. We have not yet decided how long our operation will continue. Our surveys showed so much confusion in the observance of daylight saving time that, at the very least, it would be a significant improvement to achieve a uniformity in switchover dates on daylight time wherever it prevailed. This was the first and foremost view that was expressed by all cooperating industry interests. Much improvement has occurred since 1962.

Second, we ascertained that the Interstate Commerce Commission was charged with responsibility, back in World War I days, for time regulation, so to speak. The agency was unhappy with this, and for 30 consecutive years, in annual reports to Congress, asked that Congress take an interest in this problem. Consequently, the Committee for Time Uniformity decided that it should support the ICC request that Congress take an interest in this matter. We feel we have now succeeded in this objective.

We felt that to achieve any solution, total or partial, there must be public understanding of not only the problems of time confusion but of all the interests that felt something should be done about it. Therefore, we brought this to the attention of the public.

In summary, our long-range objectives have been, first, the enactment of Federal legislation along the lines we now propose; and second, action in individual States now observing daylight time whereby those observing it on a local option basis would correct it to a statewide basis.

Beyond that, we have no specific objectives.

Mr. VAN DEERLIN. In calling this the only practical solution, you mean it is the only politically possible solution you can think of at this time?

Mr. REDDING. Indeed so. We were concerned, Mr. Van Deerlin, about the problems of endeavoring to seek Federal solution of this whole problem, as to who would observe daylight time, and facing possible opposition from various State and local interests. From the very outset, therefore, we endeavored to minimize and avoid that problem. I have already stated to the subcommittee that to date, and in view of the pattern that we have set, it has not been voiced. Countless editorials across the land have urged Congress to act.

Mr. VAN DEERLIN. Yes, but if you are after time uniformity, as Mr. Moss has pointed out, there will be plenty for the committee still to do if this legislation is passed, will there not?

Mr. REDDING. I would say that if this legislation is passed, you are updating the basic law on this subject by providing for the standard time zones in conformity with present practices. Present practices do not conform to the way the law now reads.

Second, you are saying that the Congress preempts the question of the uniformity of observance of daylight time to the extent of determining when it will be observed.

You are then directing the Interstate Commerce Commission, by the terms of the bills we support, to foster and promote time uniformity throughout the Nation. Presumably, this will mean their cooperation with State and local officials to bring about voluntarily observance of daylight saving time on a uniform basis if such jurisdictions choose to observe daylight time.

As I have read thousands of clippings and conversed and corresponded with so many officials, I see more and more daylight saving time being observed. In 1965, 36 of the 50 States observed daylight saving time; just the year before, only 32. More and more local interests in this land, as we shift into a metropolitan type of civilization, are expressing their interest in daylight saving time.

Therefore, while you, I am sure, would wish to continue to maintain surveillance and supervision of the activities of the Interstate Commerce Commission in this regard, I would not envisage that there would really be any need for additional legislation any time soon.

Mr. VAN DEERLIN. Do you think this would provide the mechanics for achieving uniform time?

Mr. REDDING. It will provide the mechanics for achieving more uniformity—more uniform time than we now have. I am firmly convinced of that. It will not achieve the mechanics of assuring the solution Mr. Moss has in mind. It will not guarantee that every community throughout the land will observe daylight time or standard time. In the material we have presented here today, there are instances of individual cities divided within themselves, half on daylight time and half on standard time. Now, if you cannot even get a community within itself to decide the type of time it wishes to observe, I query whether the Congress could safely step in and legislate on this matter.

Mr. MOSS. Would you yield?

Mr. VAN DEERLIN. I shall be glad to yield.

Mr. MOSS. Of course, this is the point that troubles me. You are asking us here to take a very timid step, not for time uniformity but merely for uniformity of changeover dates, retaining in the local communities full powers to add all the confusion they can dream up to the pattern of time across this Nation. Now, we are going to give here, if the legislation you support is passed, the Interstate Commerce Commission the responsibility of fostering. How is it to foster? What staff has it for fostering? Does it undertake an active lobby role before city councils and State legislatures? I do not think that that fostering is going to be overly productive.

I think that inevitably, as the pressures of an urban society build up, we are going to have more time uniformity. It is wasteful—it is a rather shocking situation that confronts us as we move across this Nation during the spring and the summer and the early fall. But I do not think this legislation is going to remove the need for a bolder step ultimately. I am sorry that you, in your response to Congressman Van Deerlin, indicated your conviction that it would.

Mr. FRIEDEL. May I say, we have other witnesses from out of State. We would like to have this hearing over by noon today. So I wish

the members would try to be brief in their remarks and in the executive session when we study the testimony we can discuss it thoroughly.

Mr. MOSS. Mr. Chairman, in all deference to the chairman, I point out that this witness speaks for a very big part of the American business community and that business directly related to transportation and communications most affected by the problem of time. I think it is necessary that we fully develop any ideas that he may present.

Mr. PICKLE. Will the gentleman yield?

Mr. MOSS. The gentleman from California, Mr. Van Deerlin, has the time.

Mr. FRIEDEL. Mr. Pickle, you are recognized.

Mr. PICKLE. I assume that both gentlemen from California point out that there are certain deficiencies of this bill. I do not know that this is the point to pursue it, but since we are on the subject, whether this is a uniformity of time or just an agreement to shift over a particular time, do you have a recommendation for a better approach than this measure?

Mr. MOSS. Oh, I think I have, and I assure the gentleman that when we start working up legislation, I am going to urge that the minimum we can do is to establish the State as the smallest unit that can set a different time than daylight saving during these months of the late spring, early summer, and early fall.

Mr. PICKLE. What would you do if a State would not enter into an agreement?

Mr. MOSS. I just said I would let the State be the smallest unit. I do not believe that we should retain the authority of towns and cities to set time zones different from those prevailing generally throughout the State.

Mr. PICKLE. Thank you.

Mr. FRIEDEL. I want to thank you, Mr. Redding.

Mr. REDDING. Thank you, gentlemen, for your patience with me.

Mr. PICKLE. I would like to ask one question.

Is it your opinion that the big majority of States would approve this legislation?

Mr. REDDING. Yes; it is. May I simply say, sir, that I acknowledge that there is a responsibility that would devolve on the ICC to "foster and promote." But in my personal opinion with the cooperation that we have received through our efforts, in working with State and local interests, at practically no expense to this industry—this has not been a heavily financed operation at all—they are well aware of the problem. As I indicated, just this last year in the small amount of time we have had to work on this, we have had complete or partial success in the 11 States in which we have had to work. We are working in two States right now. Therefore, I would feel that the State officials, sir, would welcome this legislation. I would venture to predict that they would cooperate readily with the staff of the ICC without any significant staff time or effort.

Mr. PICKLE. Thank you.

That is all, Mr. Chairman.

Mr. FRIEDEL. Thank you very much, Mr. Redding.

Our next witness will be Mr. R. A. Trice, vice president and traffic manager of the Virginia Stage Lines.

Mr. Trice?

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, VA.

Mr. TRICE. Mr. Chairman, members of the committee, I do have a prepared statement which I, in order to save time, would like to put into the record, sir.

Mr. FRIEDEL. With no objection, your full statement will be included in the record.

Mr. TRICE. I would like to make a few comments, if I may. I do appear before you as a representative of an intercity bus industry representing the three major associations, the National Association of Motor Bus Owners, with about 1,000 members, the National Bus Traffic Association, and the National Trailways Bus System, an association of nearly 50 independent carriers.

We take no position with regard to daylight time versus standard time. What we are interested in is uniform time. We print our time-tables in what we call local times. In other words, if it is daylight, we print them daylight; if it is standard, we print them standard. But our problem is compounded, is costly to the bus industry in preparing many changes, about three in the spring and three in the fall. The adoption of bill 6785, establishing uniform dates, will eliminate this problem and will enable us to give to the traveling public the time it is in the community when they arrive there.

Just this past spring, with the northeastern section of the country going on daylight time on the last Sunday in April, Minnesota on the fourth Sunday in May, Iowa on Memorial Day, the State of Virginia the week after Memorial Day, which this year was June 6, we found ourselves in an impossible position of actually telling the people what time it is—impossible to prepare schedules every week and get them disseminated to the public.

The same thing occurs again in the fall when we have switchover dates from the Sunday before Labor Day, the Tuesday after Labor Day, the fourth Sunday in September, and the last Sunday in October. So this problem would be eliminated by the adoption of bill 6785 and related legislation.

Thank you, sir.

(The prepared statement of Mr. Trice follows:)

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, VA.

Mr. Chairman and members of the committee, my name is R. A. Trice and I am vice president and traffic manager of Virginia Stage Lines, Inc., Charlottesville, Va., a motor common carrier of passengers, operating in interstate commerce under rights conferred by the Interstate Commerce Commission and in intrastate commerce by authority of certain State regulatory agencies.

I appear before your committee as spokesman for the National Association of Motor Bus Owners of which my company is a member. This organization, commonly called NAMBO, is the national trade association for intercity bus operations and serves as spokesman for some 1,000 carriers. Its members include the Greyhound, Trailways, and independent carriers who provide approximately three-fourths of such service throughout the United States and a number of Canadian Provinces.

I am also authorized to present the views of the National Trailways Bus System, an association of nearly 50 independent intercity bus carriers, of which my company is also a member. Further, the views expressed here are also those of the National Bus Traffic Association which, among numerous other functions,

publishes bus tariffs and assists in coordinating the schedules of connecting bus carriers.

My testimony is directed primarily to H.R. 6785, H.R. 7867 and H.R. 6481. These measures would establish uniform change dates for those areas observing daylight time and would create new standard time zones. The enactment of this type of legislation would constitute an effective remedy for one phase of the chaotic situation which results from the lack of uniform time standards, particularly during the period from the last Sunday in April through the last Sunday in October. As your committee knows, there are two aspects to the problem. One involves the situation in which individual communities or areas, often adjacent to one another, observe different standards—some on daylight time and others on standard. The other facet is the difference in the dates on which the changes from one time to the other become effective. It is the latter situation which would be corrected by enactment of these bills.

For a number of reasons the intercity bus industry and its passengers are more seriously affected in terms of expense, inconvenience and confusion than is the case in any other form of transportation. In the first place, our industry serves more communities than any other form of public passenger transportation. In the second place, our industry transports about one-sixth more domestic passengers annually than do the railroads and airlines combined. This is due to the fact that almost every community in the Nation and nearly every mile of the main highways are served by buses. The "Official Bus Guide," which is published monthly and contains the time tables of all the principal carriers is approximately the size of the Washington metropolitan area telephone directory and lists about 370,000 daily bus arrivals and departure times. The schedules shown therein must be revised a minimum of twice a year solely because of the change to or from daylight time for all communities which observe advanced time. However, due to the different times that various areas observe advanced time, schedules in some areas have to be reworked and published six times between the last Sunday in April and the last Sunday in October.

In addition to the problems involved in the preparation of this official guide, which is used for routing passengers by 25,000 or more ticket agents all over the country, is the preparation and printing of timetables by the individual carriers for use in their terminals and for general distribution. Many of our carriers report that they print timetables for distribution seven times a year on the average. If uniform change of dates as proposed by these bills were in effect, this could be reduced to two or three times a year.

It is estimated that an additional expense of at least \$250,000 annually is incurred by the bus carriers as a result of this chaotic situation for printing alone. This takes no account of the additional man-hours expended in the scheduling departments of carriers in an attempt to rearrange service; the cost of these operations is undoubtedly several times the mere printing expenses. While it is impossible to attach a precise total price tag to this complex task, it could well amount to \$1 million annually.

The problems arising from this confusing situation are by no means limited to their impact on the carriers. Inevitably they detract from the effectiveness of our service and this, in turn, affects our patronage and revenues. To avoid burdening the record with a mass of detail, some of which would be repetitive, I shall offer only two illustrations.

The two illustrations that I would like to use cover relatively small areas in relationship to the United States as a whole; however, you will note that these two illustrations are many miles removed from each other. That the matter of time uniformity is a matter the Congress should handle rather than leave to the individual States or local subdivisions is revealed by these two illustrations.

The State of Virginia is bounded by the District of Columbia and the States of Maryland, West Virginia, Kentucky, Tennessee, and North Carolina. On April 25 of last year the District of Columbia, Maryland and West Virginia went on daylight saving time. By law, the States of Kentucky (with some few scattered exceptions), Tennessee and North Carolina remain on standard time the year round. On the Sunday after Memorial Day, by State law, the State of Virginia went on daylight saving time, except that the counties adjacent to the District of Columbia; namely, Fairfax and Arlington, were permitted to go on daylight saving time on April 25. Also, the counties which adjoin Kentucky, Tennessee and North Carolina; namely, Lee, Wise, Dickerson, Buchanan, Scott, Smith, Russell, and Washington, remain on standard time the year round. Then, on the Sunday before Labor Day, that portion of Virginia which observes daylight saving time

reverted to standard time except for the two counties adjacent to the District of Columbia which remained on daylight saving time until the last Sunday in October. In the meantime, the State of West Virginia reverted to standard time on the fourth Sunday in September. To complicate this situation further, the towns of Bluefield and Pocahontas, Va., follow the West Virginia instead of the Virginia pattern.

It is my belief that the State of Virginia, when it passed the bill, fully intended the State to go on daylight saving time from Memorial Day to Labor Day; however, under wording of the bill, the State goes on daylight saving time on the Sunday after Memorial Day, which, last year, meant June 6. Now, what does this mean to a carrier operating in this area? Historically the bus companies in this area have commenced their added summer service, such as service to the beaches and to the mountain resorts, the Friday before Memorial Day. Due to the fact that many areas of the country go on daylight saving time the last Sunday in May, our national guide is issued to become effective on the last Friday in May, which last year was May 28. This meant that a carrier operating in the State of Virginia had to prepare its schedules effective May 28 in the national guide effective that date and, by keying them, advise the public that the schedules shown for the State of Virginia, with the above exceptions, are shown on daylight time, and for the period from May 28 to June 6 (effective date of daylight saving time in Virginia) deduct 1 hour for standard time. The alternative would have been to publish the schedules in the guide effective May 28, showing standard time, and keying them to advise the people in Virginia that the times shown are standard time and 1 hour should be added for daylight time, effective June 6. It is interesting to note that the two major carriers operating in the State of Virginia for the year 1965 elected to show their schedules as stated above with Trailways using the former method and Greyhound using the latter.

Now, let's switch to the Midwest section of the country for our second illustration. Minnesota is one of the States that did not conform to the general daylight saving time dates of the last Sunday in April until the last Sunday in October. Last year several bills were introduced in the Minnesota Legislature to correct the inconsistency, but these measures were narrowly defeated. That meant that, by State law, Minnesota started daylight saving time the fourth Sunday in May and ended it the day after Labor Day. Now, generally this time period is referred to as daylight time from Memorial Day until Labor Day. This is probably the information that was circulated in Iowa. As a result, the Iowa Legislature enacted a bill providing that daylight time would begin May 30 and end the day after Labor Day. It is understood that the intent of the Iowa bill was to make daylight time consistent with Minnesota. Evidently it was forgotten that May had five Sundays that year. Therefore, Minnesota was on daylight time 1 week ahead of Iowa.

As it is impractical for any bus company to change bus schedules on May 23 and again on May 30, most companies that I am familiar with changed from standard to daylight time on May 23, and there was considerable confusion with bus arrival and departure times in Iowa.

Now the two illustrations as outlined above confront carriers with an impossible situation with respect to both local service and through schedules. It is most difficult to give passengers schedules that are not confusing and misleading. It must be borne in mind that the Memorial Day period is one of the periods of heaviest travel in the bus industry.

Attached to my statement is an appendix containing excerpts from reports submitted to NAMBO by member carriers further illustrating the wide variety of difficult and confusing problems faced by them because of this lack of time uniformity during 1965. In the absence of corrective legislation, the situation in 1966 will be essentially the same as that of last year except for the specific dates involved and the fact that October as well as May has five Sundays. I shall not impose upon the time of the committee by further discussion of this appendix unless it is your desire that I do so. I should, however, like to have it included in the record.

This problem is not limited to short-haul operations such as I have just described. Large numbers of our passengers take long trips, frequently involving transfers from one busline to another or connections with rail or air transportation. You can see the problem that an agent in Florida encountered in trying to tell a passenger what time he was scheduled to arrive in Minnesota, Iowa, or Virginia during the period May 23 through June 6 of last year. Added to the confusion within our own industry is the fact that many rail schedules are based

on standard time while air schedules are typically published in local time. The problem of assuring reasonably satisfactory connections under these conditions is virtually insoluble.

Our buses also transport a considerable volume of package express and mail. Here again, the difficulty of connections arises where mail or express transported by bus has a prior or subsequent movement by air or rail.

This matter of interline connections is further complicated by the fact that, on many of our relatively long-haul routes, we must serve passengers who wish to travel comparatively short distances between intermediate points. This is a basic economic characteristic of intercity bus transportation because, on many routes, neither the short-haul traffic nor the through traffic alone is sufficient to meet expenses. It is obvious, therefore, that here again is a situation where variation in time standards among intermediate and/or terminal points often make it impossible adequately to serve our different types of patrons. More than likely, if we meet the needs of intermediate passengers, our bus is likely to depart from or reach a terminal in a large city at an inconvenient hour with a consequent deterioration of the long-haul service and loss of patronage. It is impossible, of course, to assess the volume of missed connections, failure of friends and relatives to meet incoming passengers and other frustrations resulting from this situation.

As noted earlier, this statement is limited principally to the urgent need for communities and areas observing advanced time to have uniform change dates. Our members have repeatedly gone on record in this respect as evidenced by the following excerpt from a resolution adopted by our association:

"Whereas the problems of scheduling and the confusion arising from daylight time zones are being annually increased and compounded: Now, therefore, be it

"Resolved, That the National Association of Motor Bus Owners urge upon the administration and the Congress that every effort be made to establish time uniformity in the coming year."

This resolution is in accord with the position of the National Trailways Bus System and the National Bus Traffic Association, the other organizations to which I referred earlier and for which I am authorized to speak.

We earnestly request this committee to approve a measure which will meet the need for time uniformity. While the measures to which I have referred admittedly will not solve all of our problems, it is my view as well as that of the Committee for Time Uniformity on which our industry is represented, that it is a very significant step in the right direction. Its adoption would permit our carriers to provide a more convenient and attractive service for the approximately 460 million passengers we transport annually, it would eliminate much of the present confusion, and it would result in substantial reductions in unnecessary expense to the carriers. I should also note that we do not oppose the amendments to S. 1404, proposed by the Senate Commerce Committee and adopted by the Senate during the last session. I am most appreciative of this opportunity to present our views and I shall be glad to attempt to answer such questions as the chairman and members may have.

APPENDIX A

EXAMPLES REPORTED BY INDIVIDUAL BUS COMPANIES

JEFFERSON TRANSPORTATION COMPANY

Most of the Jefferson Lines' schedules operate in Minnesota, Iowa, and Missouri. We cannot feel justified to make changes on May 23 and again on May 30. We will make the change from standard to daylight on May 23 and for 1 week there will be considerable confusion with bus times in Iowa. This is one of the busiest travel weeks of the spring and we expect that we will lose a number of passengers during that time. Of course, there will be a hardship to the public.

Many of our schedules are governed by connections in Minneapolis and Kansas City. Because Kansas City and points south are not on daylight saving time, most of our through schedules must operate 1 hour later in daylight time areas. One particular schedule makes connections with a local service that we operate. It means the local service must leave 1 hour later. It causes great inconvenience because of 1 hour loss of shopping and business time to people traveling locally into the Twin Cities in the morning and returning in the evening.

Schedules leaving Minneapolis are affected by connections from the west which operate through three states without daylight time. Therefore, the three less populous Western States are causing us to operate important schedules one hour later than normal.

SOUTHERN GREYHOUND LINES

Virginia has eight counties that do not observe daylight saving time in the southwest. The Virginia counties near the District of Columbia area observe daylight saving time with Washington, D.C., on April 25, 1965. The remaining counties in Virginia will observe daylight saving time on June 6, 1965.

An example of how the clock juggling in Virginia affects passengers on our Knoxville-Roanoke-Washington division is shown below:

	Apr. 24	Apr. 25	June 6
Leave Abingdon, Va.-----	7:15 a.m., eastern standard time.	7:15 a.m., eastern standard time.	7:15 a.m., eastern standard time.
Arrive Roanoke, Va.-----	11:20 a.m., eastern standard time.	11:20 a.m., eastern standard time.	12:20 p.m., eastern daylight time.
Arrive Alexandria, Va.-----	7:40 p.m., eastern standard time.	8:40 p.m., eastern daylight time.	8:40 p.m., eastern daylight time.
Arrive Washington, D.C.-----	8:03 p.m., eastern standard time.	9:03 p.m., eastern daylight time.	9:03 p.m., eastern daylight time.

The above procedure is reversed when Virginia reverts to standard time.

Southern Greyhound Lines operates a 7:30 a.m. local schedule out of Charleston, W. Va., to Wytheville, Va., and Winston-Salem, N.C. In order to maintain local morning service over this route, it is necessary to operate 1 hour earlier in Virginia and North Carolina effective April 25, 1965, when West Virginia adopts daylight saving time. Then, to add to this confusion, Virginia will go on daylight saving time June 6, 1965, adding 1 hour to the Virginia time resulting in the following:

	Apr. 24	Apr. 25	June 6
Leave Charleston, W. Va.-----	7:30 a.m., eastern standard time.	7:30 a.m., eastern daylight time.	7:30 a.m., eastern daylight time.
Leave Beckley, W. Va.-----	9:55 a.m., eastern standard time.	9:55 a.m., eastern daylight time.	9:55 a.m., eastern daylight time.
Arrive Wytheville, Va.-----	1:25 p.m., eastern standard time.	12:25 p.m., eastern standard time.	1:25 p.m., eastern daylight time.
Arrive Winston-Salem, N.C.-----	3:45 p.m., eastern standard time.	2:45 p.m., eastern standard time.	2:45 p.m., eastern standard time.

When Virginia reverts to standard time, an hour is removed from the Virginia time shown. When West Virginia reverts to standard time, an hour is added to the Virginia and North Carolina time on the above schedules.

Southern Greyhound Lines' Parkersburg-Huntington schedules zigzag from West Virginia to Ohio across the State line. On daylight saving time passengers traveling from West Virginia to Ohio arrive at their destination before they left.

Unfortunately, all commuters and shopper schedules cannot be operated at the same time on standard and daylight time. For example, a New York-New Orleans schedule operates local from Lexington, Va., to Roanoke, arriving at Roanoke at 6:55 a.m. Effective with daylight time in Virginia, the schedule will arrive at Roanoke at 7:55 a.m., which only allows 5 minutes for commuters to get to work. To maintain the 6:55 a.m. arrival in Roanoke would result in removing 1 hour from all times from New York to Washington, D.C., and from Bristol, Va., to New Orleans.

GREYHOUND LINES, INC.

Iowa: The city council in Waterloo met last winter and voted in favor of daylight saving time, as did Des Moines, Cedar Rapids, and other key cities. The alderman who first proposed daylight time in Waterloo, it is reported, "thought that the entire United States went back on the first Sunday of October," so his ordinance called for October 4. Most of the State adopted April 26-

October 4 at observance dates. Daven-Dubuque areas, however, already had legislation to conform with Illinois dates and had been observing daylight time for several years. They kept daylight time until October 25. Northern Iowa and the upper Missouri Valley joined Minnesota and went back after Labor Day. As a result of this situation Greyhound Lines and Jefferson Lines went on central standard time schedules September 9 and decided hereafter to publish all schedules in Iowa on central standard time year round.

Indiana: Several years ago the ICC issued an order moving the standard time boundary westward to cover approximately half of the State, instead of passing through railroad water tower stations nearest the Ohio line. (The new ICC boundary is correctly shown in the current Rand McNally atlases.) This placed Indianapolis and State government offices on eastern standard time and many communities began unofficially to observe eastern standard time (or central daylight time, as you will) the year round. This movement has now spread over most of the State and the carriers show time boundaries inconsistent with the ICC boundaries. In the summer the few remaining central standard time areas go on daylight time. The Indiana communities observing unofficial year-round "fast time" have formed into a pattern which the carriers can portray as a zone. Carrier diligence has solved the Indiana problem this year, but last year the carriers did not agree on major cities such as Lafayette and South Bend where interline connections are made.

A few examples of confusion in our area from last year:

- (1) Observed on a street in Indianapolis a few years ago:
"No parking, 7 a.m. to 9 a.m. (e.s.t.) ; 6 a.m. to 8 a.m. (c.s.t.)"
- (2) Schedule No. 594—Kansas City to Winnipeg:
Kansas City—Omaha (c.s.t. year round).
Council Bluffs—Sioux City (some communities c.d.t. Apr. 26—Oct. 3, others went off Sept. 9).
Jefferson, S. Dak.—Big Stone City, S. Dak. (c.s.t. year round).
Ortonville, Minn.—Moorhead, Minn. (c.d.t. May 31—Sept. 8).
Fargo, N. Dak. (c.s.t. year round).
Moorhead, Minn.—Noyes, Minn. (c.d.t. May 31—Sept. 8).
Emerson, Manitoba—Winnipeg, Manitoba (c.d.t. Apr. 26—Oct. 25).
- (3) Schedule No. 1403—Chicago to Winnipeg:
Chicago (c.d.t. Apr. 26—Oct. 25).
Madison, Wis.—Eau Claire, Wis. (c.d.t. Apr. 26—Sept. 27).
Hudson, Minn.—Moorhead, Minn. (c.d.t. May 31—Sept. 8).
Fargo, N. Dak.—Pembina, N. Dak. (c.s.t. year round).
Noyes, Minn. (c.d.t. May 31—Sept. 8).
Winnipeg, Manitoba (c.d.t. Apr. 26—Oct. 25).
- (4) Schedule No. 451—Detroit to Duluth:
Detroit—Mackinaw City (e.s.t. year round).
St. Ignace—Birch River (unofficial e.s.t. year round).
Powers, Mich.—Iron Mount, Mich. (unofficial c.d.t. Apr. 26—Sept. 27, otherwise c.s.t.).
Spread Eagle—Florence, Wis. (c.d.t. Apr. 26—Sept. 27).
Crystal Falls—Ironwood, Mich. (unofficial c.d.t. Apr. 26—Sept. 27).
Hurley, Wis.—Superior, Wis. (c.d.t. Apr. 26—Sept. 27).
Duluth, Minn. (c.d.t. May 31—Sept. 8).
- (5) Chicago—Louisville schedules—1964 experience:
Chicago—Earl Park, Ind. (c.d.t. Apr. 26—Oct. 25, otherwise c.s.t.).
Fowler, Ind.—Frankfort, Ind. (unofficial e.s.t. year round).
Frankfort, Ind.—Edenburg, Ind. (e.s.t. year round).
Columbus—Crothersville, Ind. (unofficial e.s.t. year round).
Austin, Ind.—Louisville, Ky. (e.s.t. year round).

Mr. FRIEDEL. Thank you, very much.

Mr. Moss, any questions?

Mr. Moss. Yes.

You indicate the problem would be eliminated. I can understand that it would be lessened but I question that it would be eliminated, because with these, I do not know how many thousands of communities across the Nation, each of them having the authority through their governing body to adopt or reject daylight saving time at will—even

if we pass this legislation, they will only have to start it or terminate it on a uniform date. What is to prevent them from adopting a resolution or an ordinance and suddenly covering themselves in on their daylight saving time or out of daylight saving time and again upsetting the preparation of schedules?

Mr. TRICE. Mr. Moss, I did not mean to imply that this would eliminate the problem. It would enable us to publish timetables which would be accurate to the traveling public, provided everyone who was observing daylight saving time would observe the dates recommended here, from the last Sunday in April to the last Sunday in October, which is an impossible situation today.

In other words, the bus industry feels that this will enable us to do a job for the traveling public.

A person leaving Virginia, we could tell him what time he is going to arrive in Iowa if we know that Iowa is on daylight saving time. I could not agree with you more—

Mr. Moss. This is the point. Do you think we should continue to permit every small town, every city, to set its own time, choosing whether it wants to be under daylight saving or under standard time, or should we at least require the State to exercise that judgment?

Mr. TRICE. Mr. Moss, I would like to answer you this way: I have just come from testifying before a committee of the Virginia State Legislature. This is a controversial subject there of the rural southwest Virginia areas adjacent to Tennessee and Kentucky against the more populous eastern area of northern Virginia and Norfolk. Talking to one of the State senators there, he said his head was still bloody from battling the southwest Virginia boys in the last legislature and his bill time time would exempt them.

In other words, I do not know why it becomes a political football, but it seems to. It seems like the least we can accomplish.

Mr. Moss. Is it not too important to the Nation to leave it a local football?

Mr. TRICE. I would agree with that. But let us get something done. We have an impossible situation now.

Mr. Moss. If we are going to do something, why not do something really worthwhile?

Mr. TRICE. I would agree with that, except I do believe that the bill as proposed here, the one I referred to, will get it started and then let's implement.

Mr. Moss. Are you going to be satisfied with that timid a start, or do you think we should make a trial of—

Mr. TRICE. If I am not mistaken, if we are able to get this bill through, it will be the first bill on time by Congress since 1918, will it not?

Mr. Moss. Well, Congress did act in 1918 for a more divided Nation, one where the local pressures were greater and perhaps more normally respected than they are today. We should certainly have the ability to grasp the significance of this problem as that Congress did to grasp the significance of the problem facing it.

Mr. TRICE. I agree with everything you say. I just feel like we do need this uniformity of time changeover so badly that it probably would be difficult to get it done this year with all the other—to go

as far as you are talking about—with all the other important legislation pending before Congress. Maybe this is a compromise.

Mr. MOSS. Would it be worth a try?

Mr. TRICE. I think you could answer that better than I could, sir.

Mr. MOSS. I asked the question, Mr. Chairman, because there seems implicit in the testimony so far a conviction that the Congress, for some reason, would not go beyond the setting of a uniform date for the starting and ending of daylight saving time. This surprises me. I do not know that it is easier to sell the half loaf than the whole. And I have seen nothing to convince me that we are in fact faced with that. I am hopeful that you or others who are testifying here could tell us why they have reached this rather amazing conclusion. We have not tested it in the House. How do we know? Why give up before we start?

Mr. TRICE. I can only say this, that I have, over a period of many years, written to the Virginia Congressmen and Senators, and I know their feeling. I believe the majority of them would not want to go much further than is proposed in this bill. I do not mean to speak for them, but this is based on my conversations with them, sir, in the one State I am from. And this is the feeling I get in the Virginia Legislature.

Mr. MOSS. Maybe some of us would rather hold on to this leverage and not make this compromise until the pressure gets a little more so we can win the battle.

Mr. TRICE. It is a difficult question for me to answer, sir. I have worked on this problem a long, long time.

Mr. FRIEDEL. Mr. Younger?

Mr. YOUNGER. No questions.

Mr. FRIEDEL. Mr. Van Deerlin?

Mr. VAN DEERLIN. Nothing, Mr. Chairman.

Mr. FRIEDEL. Mr. Nelsen?

Mr. NELSEN. No.

Mr. FRIEDEL. Mr. Devine?

Mr. DEVINE. No.

Mr. FRIEDEL. Does anybody have any more questions?

(No response.)

Mr. FRIEDEL. Thank you.

Mr. TRICE. Thank you for the opportunity to be here, sir.

Mr. FRIEDEL. Our next witness is Mr. Lloyd L. Brandt, manager, legislative department, Minneapolis Chamber of Commerce.

Mr. Brandt?

STATEMENT OF LLOYD L. BRANDT, MANAGER, LEGISLATIVE DEPARTMENT, MINNEAPOLIS CHAMBER OF COMMERCE, MINNEAPOLIS, MINN.

Mr. BRANDT. Judging from the number of people from Minnesota here today, and understanding that the State is divided in half by a 1-hour time differential, this problem takes on a little bigger proportion. I am manager of the legislative department of the Minneapolis Chamber of Commerce. I have a prepared statement which in the interest of time, I shall not read.

Mr. FRIEDEL. Without objection, your full statement will be included in the record.

Mr. BRANDT. Thank you.

My board of directors, by resolution, supports the principle of a national uniform daylight saving time law.

Some of our members find it necessary to change their operating hours to facilitate better connections with suppliers and customers. Attached to my remarks is a copy of a sheet which came to my desk in 1965 announcing the change of trading hours for the Minneapolis Grain Exchange. A change of hours when Chicago went on daylight saving time in April, another change when Minnesota went on in May, another change on September 6 when Minnesota went off and a final change when Chicago went off daylight saving time on November 1.

So there are four changes in operating hours during a period of 6 months.

The State of Minnesota will likely resolve its problem in the next session of the legislature after reapportionment. However, many other State legislatures getting additional urban representation will be facing the same struggle that Minnesota has gone through during the past 8 years, arguing the matter in legislative halls, and finally comprising on daylight saving time dates generally unsatisfactory to everyone.

The proposal you are considering, although it may be somewhat of a compromise, is a reasonable solution. In Minnesota, and I suspect in most other States, the issue of daylight-savings time divides on rural-urban lines. The legislator who has both rural and urban constituents is the man to be pitied.

As a State experiences the migration to the cities, a national phenomenon in our day, it gradually moves from rural dominance to urban dominance. It is during this time of transition that daylight-savings time is an issue in State legislatures. It continues to be an issue until the urban dominance is clearly reflected in legislative numbers. During this period, daylight saving time bills consume time, cause friction, and usually end up in some type of compromise.

I am not going to say more about the problems of the legislature, because we have one of the more articulate members of the State legislature who is here and will be speaking to you. But it has been a problem in the Minnesota State Legislature over the years, it has consumed time, and it is not likely to be resolved.

In most States, the daylight saving time argument is simply a difference in viewpoint between the majority of farm people and the majority of urban dwellers. Speaking for a chamber of commerce, I do not suppose I should be speaking for the farmer, but as a renegade farmer, I know that the farmer does have some problem with daylight saving time. The dairyman, for example, must either shift the milking time of his herd by 1 hour twice during the year or start and end his workday an hour later than normal. The latter solution may not be satisfactory from the standpoint of getting to church, business, or social functions in town in the evening.

The grain-oriented farmer, however, has a problem during the harvest season when his working day is regulated by the sun and its effect on the moisture content of the crop he is harvesting.

I think the significant thing here is that it must be noted that in both instances, the duration of daylight saving time is not a factor.

In other words, if he has a stake in whether the State goes on daylight saving time or not, he has very little stake in how long it goes on fast time. If Minnesota had it for only 2 months during the summer, it would cover the harvest season and the dairyman would need to change his dairy herd schedule twice. Thus, my point that standardization of beginning and ending dates works no hardship on anyone.

Although Minnesota is near the end of this period of daylight saving time argument and confusion, some of our neighboring States are just coming into this period of debate and indecision.

We have gone through this period in Minnesota, are going through it, where the dominant voice which has been rural in the legislative members is becoming urban. All the States all around us, many of the States are going to be going through this in coming years. Passage of this bill will bring immediate order out of chaos which could exist for another 15 years in the upper Midwest.

Gentlemen, we urge favorable action on at least a uniform ending and starting date.

(The prepared statement of Mr. Brandt follows:)

STATEMENT OF LLOYD L. BRANDT, MANAGER, LEGISLATIVE DEPARTMENT,
MINNEAPOLIS CHAMBER OF COMMERCE

The Minneapolis Chamber of Commerce, by resolution of its board of directors, supports the principle of a national uniform daylight saving time law.

Let me tell you a little bit about the situation which prevails in Minnesota—perhaps this can serve as exhibit No. 1 to demonstrate the type of macabre situation that develops without a national law regulating daylight saving time dates.

By State statute, all of Minnesota is on daylight saving time as of the fourth Sunday in May. However, some border communities which lie next to Wisconsin and have a close community of interest with Wisconsin neighbors such as Duluth, Winona, and a group of small eastern border towns, will have set their clocks ahead on the last Sunday in April. Should we follow last year's pattern for a 4-week period in the spring, St. Paul will be on daylight saving time and Minneapolis on standard time. This really creates some interesting situations. When May 22 arrives, the whole State goes on daylight saving time, except some western border communities which will stay on standard time to conform to neighboring communities in the Dakotas. On the first Tuesday following Labor Day, the State returns to standard time. Again, with the exception of the Wisconsin border communities.

As a result of the confusion, for 6 months, all Minnesota clocks will be the same. For the remaining 6 months, various combinations of time can be found in the State, depending upon the month or day it happens to be. In a poll of our membership, 97.4 percent of the members stated a preference for daylight saving time. 53.5 percent asked for uniform dates to coincide with other areas. I suspect this is typical of the people in our metropolitan area. I want to discuss, however, the stake that our people have in a uniform time bill.

I don't need to tell you what type of problems are presented to the transportation companies, radio and TV broadcasters, and others.

These are isolated industries and if only they were affected, it might be a tolerable situation. Such is not the case, the efficiency of every major company is affected. We are a grain, finance, and electronics center and for the most part, our community of interest is with the East. The great majority of long-distance phone calls that originate in the Minneapolis area are with eastern connections. During the period that we are on central standard time and the East is on daylight saving time, our time for telephone contact with eastern offices is effectively reduced to less than 2 hours per day.

Some of our members find it necessary to change their operating hours to facilitate better connections with suppliers and customers.

I attach to my remarks a copy of a sheet (app. A) which came to my desk in 1965 announcing the change of trading hours for the Minneapolis Grain Exchange. A change of hours when Chicago went on daylight saving time in April, another

change when Minnesota went on in May, another change on September 6 when Minnesota went off, and a final change when Chicago went off daylight saving time on November 1.

Gentlemen, we are not usually the first organization to ask for Federal intervention in a local matter. In this case, however, we feel justified in requesting your intervention in what has heretofore been a matter decided by the States. This involves commerce across State lines and it is the problem that cannot, or will not be satisfactorily resolved by the States.

Some of you have perhaps sat in State legislatures. You know the problems presented by this type of matter in a legislature divided between rural and urban members.

Minnesota will likely resolve its problem in the next session of the legislature after reapportionment. However, many other State legislatures getting additional urban representation will be facing the same struggle that Minnesota has gone through during the past 8 years. Arguing the matter in legislative halls and finally compromising on daylight saving time, dates generally unsatisfactory to everyone.

The proposal you are considering, although it may be somewhat of a compromise, is a reasonable solution. In Minnesota, and I suspect in most other States, the issue of daylight saving time divides on rural-urban lines. The legislator who has both rural and urban constituents is the man to be pitied.

As a State experiences the migration to the cities, a national phenomenon in our day, it gradually moves from rural dominance to urban dominance. It is during this time of transition that daylight saving time is an issue in State legislatures. It continues to be an issue until the urban dominance is clearly reflected in legislative numbers. During this period, daylight saving time bills consume time, cause friction and usually end up in some type of compromise. If uniform dates are set by Federal statute, the issue becomes clear cut. It doesn't come up in the legislature until there is reason to believe it can be passed. Once it becomes clear that the aye votes carry, the State has daylight saving time for the legal duration—it is no longer an issue. When the beginning and ending dates can be haggled over, it becomes an issue as soon as some proponents think they have enough strength to get some type of compromise bill, even after it be during this time of transition that daylight saving time is an issue in State legislation, the rural legislator will argue for a shorter time period—hoping for a kind of moral victory. The bills we are talking about here will save days of legislative debate—save industry millions of dollars, avoid years of daylight saving time confusion and accomplish this without creating difficulty or hardship for anyone.

In most States, the daylight saving time argument is simply a difference in viewpoint between the majority of farm people and the majority of urban dwellers. I am a renegade farmer and I know that the farmer does have some problem with daylight saving time—the dairyman must either shift the milking time of his herd by 1 hour twice during the year or start and end his workday an hour later than normal. The latter solution may not be satisfactory from the standpoint of getting to church, business, or social functions in town in the evening. The grain-oriented farmer has a problem during the harvest season when his working day is regulated by the sun and its effect on the moisture content of the crop he is harvesting. Again, if he works by the sun and not the clock, he may find a conflict with evening appointments. It must be noted that in both instances the duration of daylight saving time is not a factor. If Minnesota had it for only 2 months in the midsummer, it would cover his harvest season and the dairyman would need to change his dairy herd schedule twice. Thus, my point that standardization of beginning and ending dates works no additional hardship on anyone. It will still be up to the State legislatures to decide if they want daylight saving time at all.

One additional argument has been raised in our legislative debate on the daylight saving time issue. The possible problem of some schoolchildren having to wait for a bus while it is still dark.

I have attached to my remarks, a chart (app. B) that shows the sunrise time (on daylight saving time) in Minnesota during the period of May through October. Considering that schoolchildren are almost never on a bus more than 45 minutes to 1 hour and that daylight precedes sunrise by at least one-half hour, it can be readily seen that this constitutes no real problem.

Although Minnesota is near the end of this period of daylight saving time argument and confusion, some of our neighboring States are just coming into this period of debate and indecision. Passage of this bill will bring immediate order out of chaos which could exist for another 15 years in the upper Midwest. Gentlemen, we urge favorable action.

APPENDIX A

MINNEAPOLIS GRAIN EXCHANGE 1965 DAYLIGHT SAVING TIME TRADING HOURS

Minneapolis Grain Exchange trading hours beginning April 26, will be 8:30 a.m. to 12:15 p.m., c.s.t., to correspond with Chicago daylight saving time.

Daylight saving in Minnesota begins May 24, and continues through September 6. Trading hours at this exchange beginning Monday, May 24, and ending Friday, September 3, will be 9:30 a.m. to 1:15 p.m., c.d.s.t.

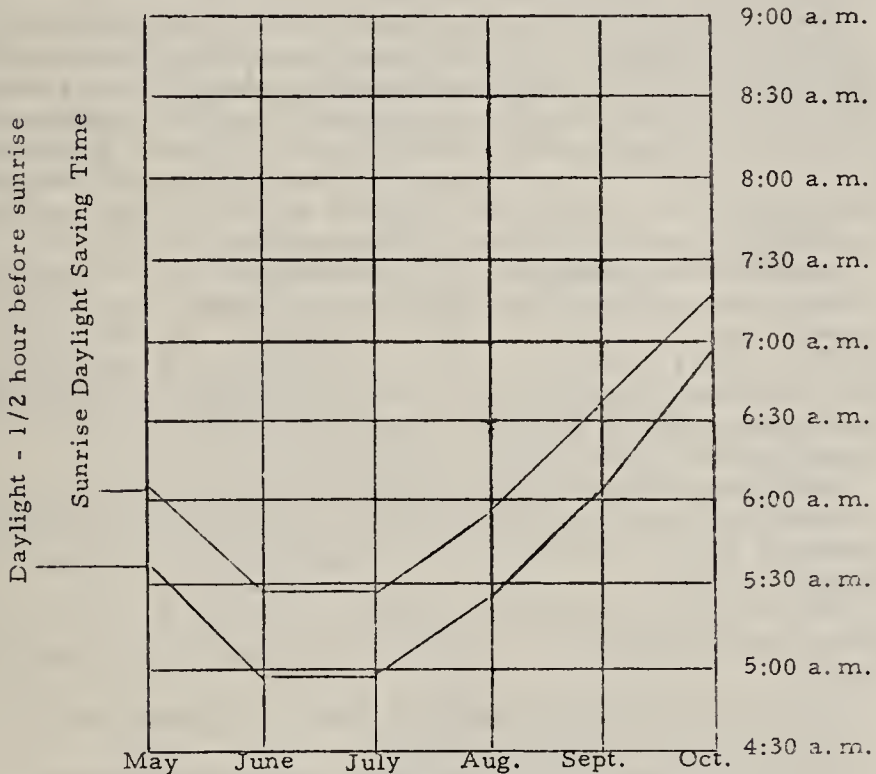
Minnesota daylight saving ends September 6. Therefore trading hours at this exchange beginning Tuesday, September 7, and continuing through October 31 (end of daylight saving in Chicago) will be 8:30 a.m. to 12:15 p.m. c.s.t.

Daylight saving in most cities of the Nation will end October 31. Markets then will revert to regular hours Monday, November 1; i.e., 9:30 a.m. to 1:15 p.m., c.s.t.

SECRETARY'S OFFICE.

APPENDIX B

SUNRISE TIME IN MINNEAPOLIS - U.S. WEATHER BUREAU



NOTE: Schools in Minnesota generally start at 8:20 - 8:45 a.m.

School buses rarely start pickups more than one hour before school starting times.

Prepared by the Minneapolis Chamber of Commerce.

Mr. FRIEDEL. Any questions?
(No response.)

Mr. FRIEDEL. Thank you, very much.

Our next witness will be the Honorable John Tracy Anderson, State representative, St. Paul, Minn.

STATEMENT OF HON. JOHN TRACY ANDERSON, STATE REPRESENTATIVE, MINNESOTA HOUSE OF REPRESENTATIVES, 43D DISTRICT SOUTH, ST. PAUL, MINN.

Mr. ANDERSON. Mr. Chairman, members of the committee, my name is John Tracy Anderson. I am a member of the Minnesota House of Representatives serving the 43d District South, a district entirely within the city limits of St. Paul.

In the last biennial session of the Minnesota Legislature I was an author of a bill which would have extended Minnesota's present 3-month daylight saving time to conform with our neighboring State of Wisconsin. This would, in effect, have given us a 4-month period of d.s.t. While deliberations were being held on my bill, the Wisconsin Legislature extended their d.s.t. to the last Sunday in October. I attempted to amend my bill to conform to Wisconsin's new law—I was not successful. My bill did not pass.

While deliberating the extension of d.s.t. in the Minnesota House and Senate, complete chaos developed in our State. Duluth, Winona, Rochester, and other smaller communities, elected, by city council action, to start d.s.t. when the majority of the other States commenced their d.s.t.—that date being the last Sunday in April. The city council of St. Paul voted to start d.s.t. 2 weeks before the State officially changed to d.s.t. All of the changes to earlier d.s.t. by local governmental units were in violation of Minnesota law.

Consider what happened. The State capitol and State employees were on standard time. St. Paul, the capital city was on d.s.t. Minneapolis, our Twin City, was on standard time. St. Paul schools were on d.s.t., the University of Minnesota's St. Paul and Minneapolis campi observed standard time. It was possible to drive through seven time changes within 100 miles. I'm sure you can understand the confusion created by our illegal "do-it-yourself" system.

I am here to impress upon you the need for favorable congressional action to end the chaotic time conditions endured by Minnesotans, and I am sure, citizens of other States endeavoring to do business with our State.

The following are only a few of the reasons why I, and thousands of Minnesotans believe you should act favorably on a uniform d.s.t. bill:

1. The consensus of thousands of letters, telegrams, and calls indicate a desire that Congress should act.
2. We don't want counties and municipalities to be tempted to break the law by exercising illegal local time changes.
3. Our people want to know what time they can expect to hear their radio and television programs. Our radio and television stations should not be forced to bear the burden of additional expenses for more than one program listing.
4. Our people want to know when their buses, their trains, and their planes are expected to leave and arrive. Our public transport carriers should not be forced to publish multitudinous transportation schedules.

5. Our people want to be able to buy and sell and transact other business by telephone and telegraph with a minimum of confusion. We want to conduct business and commerce on an equitable time basis.

6. Our people, and our visitors, want to use and enjoy Minnesota's beautiful spring, summer, and fall climate to the maximum.

7. Our people want us (the legislature) to stop spending valuable legislative time on d.s.t.

8. Minnesotans want an equitable solution to a problem which will eliminate any possible further misunderstanding between rural and urban population groups.

9. For those young Minnesotans in the early grades of elementary schools, our lack of uniform d.s.t. has made it understandably difficult to learn the meaning of time zones and to develop respect for laws such as those governing d.s.t.

10. Last, but not least, Minnesotans come next spring and fall want to know "what time is it?"

Mr. Chairman, I would like to digress now from my prepared remarks and try to answer Mr. Moss' question that he brought up, if I may, relative to taking the whole loaf or going for the whole loaf instead of satisfying ourselves with three-quarters or one-half. We in Minnesota recognize the fact that universal daylight-saving time throughout the whole country would probably be the ideal situation. But Minnesota's problem really is the question of telling time right within the State. This uniform legislation before you now, uniform daylight-saving time bills, would go a long way in getting rid of the confusion that we suffer now in Minnesota.

I thank you, Mr. Chairman, for your indulgence in my remarks and allowing me to appear before you today.

Mr. FRIEDEL. I want to thank you, Mr. Anderson. I think it was very good of you to come here and testify with such a short, precise statement.

Mr. ANDERSON. Thank you.

Mr. NELSEN. Mr. Chairman, I want to thank Mr. Anderson for his statement. I have often wondered why the daylight-saving time changes are made as they are. Why do we not leave the clocks alone nationwide and open up an hour earlier within the States on a voluntary basis? Instead of going through all this problem of making new schedules to fit daylight saving, leave the standard time as it always has been in years past, and then, if we want to open office hours at 8 o'clock in the morning instead of 9, proceed on that basis rather than to go through this business of having such a confusion as you cite so well in your statement. I wonder if that has been given any thought.

Mr. ANDERSON. Mr. Chairman, Mr. Nelsen reflects the rural viewpoint of Minnesota, I believe, in his statement. I can only say that it has been impossible to get everybody to go along to set their factory dates, their office times—not dates, but times—1 hour earlier and there, in effect, accomplish daylight saving. I think it has been a recognized fact throughout the whole country that daylight saving does give a great many people additional opportunities for leisure time to be spent in a more profitable way than it would be if it were darker.

Mr. NELSEN. I may point out, Mr. Anderson, that I have no objection if they wish to open up earlier. But I mean the confusion of changing schedules and the cost of changing schedules as we do—

it seems to me the same opportunity for recreational time would be accomplished by simply setting up a new standard of official opening of office hours for schools or public places, rather than changing schedules and monkeying around with airline schedules, train schedules, you name it. They really have a problem, but I understand that this is not a simple area in which to legislate.

I want also to point out that the statement you made about the various time zones in Minnesota very graphically illustrates the problem that we are faced with. I would agree that this would be a bill to move in the right direction.

I want to thank the gentleman for coming to the snow city in the winter time.

Thank you.

MR. ANDERSON. Thank you, Mr. Nelsen. Thank you, Mr. Chairman.

MR. PICKLE. I would like to ask Mr. Anderson his views on this legislation with respect to what he thinks he is going to do. We had an earlier witness who said it was his opinion that the States would support his legislation, or the majority of them, and would have no difficulty in agreeing. Apparently, Minnesota is more than somewhat divided. If this legislation or something similar to it were passed in the Congress, do you think this would be enough to influence your State to agree on it, or would you still have a great division?

MR. ANDERSON. Our State presently preempts any local area from setting their own time. The State law indicates what time it shall be in standard time, except for when it is daylight time. However, our State law with regard to daylight saving time does not conform with what is recognized as the uniform dates for beginning and ending daylight saving. Our greatest problem is not to be able to tell what time it is going to be in Wisconsin or North and South Dakota, our problem is in the State as to who is on daylight saving or who is not—not so much that, but in comparison with the other States and programs that emanate from other States and transportation schedules that emanate from other States.

MR. PICKLE. Thank you.

MR. VAN DEERLIN (presiding). Mr. Gilligan?

MR. GILLIGAN. No questions, Mr. Chairman.

MR. VAN DEERLIN. Thank you, Mr. Anderson.

Our Tennessee colleague, Mr. Richard Fulton, is here with a very brief statement.

STATEMENT OF HON. RICHARD FULTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TENNESSEE

MR. FULTON. Mr. Chairman, members of the committee. I am appreciative of the opportunity to appear before you once again in support of uniform daylight saving time. It was my privilege, in 1964, to appear before the committee in support of H.R. 76, which is a bill similar to some 15 others which have been introduced. I will not delay the committee members this morning by reading my entire statement. I believe each of you have a copy, so with your permission, I would like to ask that it be inserted in the record.

MR. VAN DEERLIN. Very good.

(The statement referred to follows:)

STATEMENT OF HON. RICHARD FULTON, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF TENNESSEE

Mr. Chairman, I would like to begin this morning by expressing my profoundest appreciation for these hearings. As the new chairman you have undertaken the study of the perplexing problem of this Nation's crazy quilt pattern of time observance as one of the first matters you have chosen to bring to the attention of this committee.

To my mind, Mr. Chairman, this priority serves to underscore dramatically the importance of this problem and the urgent need for relief—relief that will bring order out of what is today costly and needless confusion.

Over the years there has been a growing concern over this Nation's time observance problem and an increasing expression of hope and sentiment that the Congress will do something about it under the powers vested to it in the weights and measures clause of the Constitution.

As evidence to support this growing concern I would cite the 16 bills before this committee for consideration this morning. And each year the number grows.

For years the States have wrestled with this problem of time. In the process there has grown in this country a pattern of observance of horse-and-buggy antiquity which is almost beyond comprehension in this age of rockets, jets, and computers.

The States, by their failure to establish any logical pattern of uniformity have led to the assertion that the United States is the “* * * world's worst time-keeper.”

I might add that it is indeed fortunate that the time observance regulations established by the States or localities under local option do not extend above them into space. For, if they did, can you imagine our astronauts changing their clocks every few seconds as they fly through the heavens at 18,000 miles an hour?

The chairman of this committee knows full well to what extreme this problem can evolve. In his own State of West Virginia lies that now famous 35-mile stretch of highway between Moundsville, W. Va., and Steubenville, Ohio, where the traveler could actually change his watch seven times to conform to local time observance.

The people of West Virginia, of course, have now eliminated this problem through their legislature.

The point is to be made, however, that there is no law, regulation, or even custom to prevent this same situation arising again not only in —West Virginia as an isolated case but in 48 other States simultaneously.

I say 48 other States because it could not possibly happen in my State of Tennessee for there we have an act of the Tennessee General Assembly which prohibits observance of any time but standard time. Even so, we observe two times in my State, eastern standard and central standard, because that demarcation line runs through the middle-eastern portion of Tennessee.

Mr. Chairman, it is becoming more and more apparent that something must be done to alleviate if not end entirely this annual time confusion. It is my further belief that more and more Americans are turning to this view each year.

Where is daylight time observed?

It is observed from coast to coast; from the northern Canadian border to the Caribbean.

But it is observed without uniformity.

The latest figures in my possession (these figures may be outdated because the State legislatures annually make alteration in State and local observance) show that on the last Sunday of April this year in 25 States clocks will be advanced 1 hour. Later during the spring, clocks will be moved ahead 1 hour in six more States. Then from Labor Day through the last Sunday in October these 31 States, on varying dates, will return to standard time. In the meantime, consider that the lives of over 100 million Americans will have been affected directly while the lives of almost every American will be affected indirectly.

Consider the hundreds of millions of dollars will be lost to American business and commerce through confusion and inconvenience. It is estimated that the reprinting schedules to conform to these time changes cost our Nation's motor-bus operators \$250,000 each year while our railroads estimate these same costs

total over \$1 million for them and our broadcasters estimate that taping costs necessitated by the time change each year are more than \$1.6 million.

Consider also the business that is lost, the contracts not fulfilled or made, agreements never consummated and the immeasurable business which is not transacted because of the lack of uniformity in the observance in time throughout the Nation.

I live in Nashville, Tenn., which is some 500 miles from our eastern seaboard. Yet there is a 2-hour time differential between Nashville and the eastern commercial centers each spring, summer, and fall.

Consider businessman A in Nashville who wishes to conduct business by phone with businessman B in the East.

While A is enjoying his 7:30 coffee in Nashville, B has been on the job 30 minutes if he arrived at his office at 9.

By the time A gets to his office he has an hour to go over his mail and talk with B before B goes to lunch. If A observes a strict 12-to-1 lunch schedule it will still be 3 p.m. B's time before they can talk.

B has now spent 5 hours in his office, only 2 of which have been mutually convenient for business purposes as far as A is concerned.

I believe that this suffices to illustrate my point here.

But I might add that A could conduct business with C in some portions of the neighboring State of Missouri to the west and still lose an hour because portions of that State observe saving time unless there has been a recent change in law there of which I am not aware.

Mr. Chairman, the crux of this problem is uniformity, or rather the lack of it.

The States could do the job but have, for varying reasons been unable or unwilling to. In addition there seems little likelihood that they will. Even if they should, under existing conditions with a total lack of any requirement that uniformity be maintained, there is nothing to indicate that uniformity once achieved would prevail.

I appear here today in behalf of H.R. 76 which would provide total and enduring uniformity.

The bill requires that daylight saving time will be observed nationwide 6 months each year commencing the last Sunday in April and ending the last Sunday in October.

A substantial majority of the States, 31 at last count, observe saving time in some form or other.

I firmly believe that the majority of the people of this Nation want daylight saving time if only for the negative reason of having grown weary of the confusion which results from our annual springtime scramble.

Mr. Chairman I would like to close by saying that I will support any measure this committee may report which will lead to uniformity.

In this regard you have before you today the Senate-passed Cotton bill which, while to my thinking is inadequate, is a first step.

However, I would direct your attention to what I believe to be a serious defect in this bill. It has no enforcement clause. The sections which would have permitted sanctions were stricken from the bill.

Passage of any bill without enforcement provisions is an open invitation to flagrant flouting of the law and the will of the Congress.

I urge that any bill reported by this committee contain these enforcement provisions; not stringent but adequate to assure compliance.

I urge even more strongly your favorable consideration of H.R. 76 and close by again offering my profound thanks to you for the privilege of appearing before you today and for your consideration of this most important matter.

Mr. VAN DEERLIN. Mr. Younger?

Mr. YOUNGER. No questions.

Mr. VAN DEERLIN. Mr. Pickle?

Mr. PICKLE. No questions. I am delighted to see the gentleman from Tennessee.

Mr. VAN DEERLIN. Mr. Nelsen?

Mr. NELSEN. No questions.

Mr. VAN DEERLIN. Mr. Gilligan?

Mr. GILLIGAN. No questions, thank you.

Mr. VAN DEERLIN. Our next three witnesses are from Washington, D.C.

The first is Mr. Jack M. Slichter.

STATEMENT OF JACK M. SLICHTER, ON BEHALF OF AIR
TRANSPORT ASSOCIATION OF AMERICA

Mr. SLICHTER. Thank you, Mr. Chairman.

My statement is a brief one and I would like, with your permission, to read it.

My name is Jack M. Slichter. I am vice president of the Air Transport Association. On behalf of the scheduled certificated air carriers who make up our association, I should like to comment on a number of bills considered by this committee, all of them relating, in one way or another, to the establishment of uniform time standards.

At the outset I should like to express our appreciation for the opportunity to express our views on these bills. And, more than that, I should like to convey our gratitude to the committee for concerning itself with this problem—with the confusing and sometimes costly practices which have evolved since the Standard Time Act was adopted in 1918. In addition to conveniencing the traveling public and the common carriers who provide transportation throughout the country, we believe that orderly regulation of time, based on clearly defined boundaries and geared to the tempo of the 1960's, will benefit the Nation as a whole.

From the airlines' point of view, there are three primary areas of concern: (1) the present lack of uniformity of dates for changing to and from daylight saving time; (2) the need for time uniformity within urban areas comprising major transportation and business hubs; and (3) the necessity for the airlines to continue to apply Greenwich time to air traffic control and, in some cases, within an individual company for operational purposes.

Airline public timetables are published in terms of local time—either daylight saving time or standard time, whichever prevails at the city concerned. This practice was started several years ago to eliminate some of the difficulties and confusion in informing the public which cities observed daylight time and which observed standard time—and it has worked quite well, particularly for flight schedules to and from communities adhering to a standard conversion date. In such cases schedules can be computed and timetables issued at a minimum of expense to the airlines and with a maximum degree of assurance that the public will be correctly informed.

Unfortunately, however, all of the sections of the country observing daylight saving time do not adhere to a uniform conversion date. So, in order to present correct and current information to the public, the airlines are obliged to recompute and reissue timetables or to include extensive and complicated footnotes each time another community changes over to or from daylight time. The exact costs attributable to these practices are difficult to compute, since the airlines may use such occasions to make other adjustments to schedules. But there is no doubt that a uniform changeover date would permit a reduction of costs.

Of immediate importance to the public is the fact that there are times when the airlines find it impossible to adjust schedules to accommodate nonuniform time changes without adversely affecting the public in other cities. When such situations arise, the airlines must choose the course which would offer the best service to the maximum

number of passengers and, as a consequence, some communities may suffer. However, we believe that it is in the public interest to publish timetables in local times and we see nothing in the proposed bills which would disturb that practice.

With a view toward greater convenience to the public and with an eye on airline economy, we are in favor of any legislation designed to establish a uniform date for time conversion. We believe that H.R. 6785, H.R. 7867, and H.R. 6481 will achieve such uniformity. While others of the pending bills would accomplish this, we believe these bills would result in a balancing of the need to consider the requirements and desires of communities affected by time changes and the very pressing need for a uniform conversion date which I have emphasized.

Our second point concerns the need for time uniformity within closely associated business and transportation areas. An airport usually serves a large geographical area which may extend across State boundaries. In fact, in some instances, a community airport may be physically located in another State. Washington, D.C., and Cincinnati, Ohio, are good examples. We are pleased that these bills recognize this point in establishing standards for the guidance of the Interstate Commerce Commission when it defines the boundaries of primary zones or subzones so that persons and businesses within a given community of interest will be operating on the same time standard.

Third, the airlines must make use of Greenwich time for air traffic control purposes. As a result certain internal operational procedures must also be keyed to Greenwich time. The Federal Aviation Agency has established Greenwich time as the standard for air traffic control. This, of course, was done in the interest of safety—in order that there could be absolutely no question that pilots, dispatchers, and traffic controllers were all on a common time basis for flight clearances and that, of course, is worldwide. We believe that H.R. 6785, H.R. 7867, and H.R. 6481 would leave this undisturbed but we mention our need to use Greenwich time so that our right to do so will be protected under any legislation that may be adopted.

Certain of our member airlines also apply Greenwich time to internal functions which may involve the safety of life and property in the air. None of this, I may add, Mr. Chairman, would concern the public directly. For example, some airlines use Greenwich time as a standard for radio, telephone, or teletypewriter messages in order to eliminate misunderstanding among personnel located in many different time zones. Since these are wholly internal functions and in no way involve the general public, we submit there is no reason for restricting the practice.

In summary, the airlines urge Congress to provide for the establishment and observance of a uniform system of time standards and measurement for the United States. We strongly support uniformity in time conversion dates, and urge that any time boundaries take into account the needs of the entire community and not just an entity thereof. In the interests of safety, we request that Congress make clear that no interference with the use of Greenwich time for air traffic control and other operational purposes is intended.

Thank you very much, Mr. Chairman.

Mr. VAN DEERLIN. Thank you, Mr. Slichter.

Mr. Younger?

Mr. YOUNGER. No.

Mr. VAN DEERLIN. Mr. Pickle?

Mr. PICKLE. I have no questions.

Mr. VAN DEERLIN. Mr. Devine?

Mr. DEVINE. No questions, thank you.

Mr. VAN DEERLIN. Mr. Gilligan.

Mr. GILLIGAN. Thank you, no, Mr. Chairman.

Mr. VAN DEERLIN. Thank you, Mr. Slichter.

Next is Mr. Carl V. Lyon, assistant general solicitor of the Association of American Railroads.

STATEMENT OF CARL V. LYON, ASSISTANT GENERAL SOLICITOR, ASSOCIATION OF AMERICAN RAILROADS

Mr. LYON. My name is Carl V. Lyon. You have my title and I represent the Association of American Railroads. I would like to have my entire statement submitted for the record and I will give you a very quick statement in behalf of our industry.

No. 1, we support the principle of uniform time. We have for many years and we do not care whether it is standard or whether it is daylight time. All we want is uniformity. For many years, we have been coming before this committee and committees of the Senate exhorting uniformity in time and have not gotten it. This year, we are prepared to support the bills that are now before you even though, as has been pointed out to you, they take only a small step in the right direction.

S. 1404, as passed by the Senate, with the amendments, is acceptable to us. It should be understood as far as we are concerned, at least, that this will not save us a lot of money. It will eliminate a lot of confusion, it will make it much simpler for our employees to deal with the public, and will make it much simpler for the public to deal with us and understand what we are trying to do.

I think that the provision in the bill for having the Interstate Commerce Commission promote uniformity in the time around the country is a sound one. I think that they will be able to make some progress and I hope that the committee will leave this provision in the bill.

In so far as penalties and enforcement are concerned, the railroad industry is like every other industry. If we are going to have penalties and enforcement as mentioned by previous witnesses, then they should be applicable to all, and not just to the railroad industry.

So long as any decision is left to the State and local communities as to whether they will go on daylight saving time the railroad industry will have to stay on standard time. The law at the present time requires us to be on standard time. Even if this requirement were to be eliminated, unless there is a wide takeover by the Federal Government in this field, we would continue to operate our trains on standard time.

The State as a minimum size, referring to Mr. Moss's comment, I think would be quite good. But I would not want to see these bills saddled with an albatross that would cause nothing to be done simply to go for something that would be better. I do not know whether it can be achieved, but I think the committee should bear this in mind.

In summary, Mr. Chairman, we do support, as members of the Committee for Time Uniformity, the bills that were prepared initially by the Committee for Time Uniformity. We also support the amendments made by the Senate to S. 1404. We think that this is a good step in the right direction.

Thank you.

(The prepared statement of Mr. Lyon follows:)

STATEMENT OF CARL V. LYON, ASSISTANT GENERAL SOLICITOR, ASSOCIATION OF AMERICAN RAILROADS

My name is Carl V. Lyon. I am Assistant General Solicitor of the Association of American Railroads (AAR), with headquarters in Washington, D.C. The AAR is a voluntary, nonprofit organization. Its membership comprises railroads that operate 96 percent of the total mileage of all railroads (excluding switching and terminal companies) in the United States and have operating revenues approximating 98 percent of the total operating revenues of all the railroads in the United States.

My appearance here today is to express the views of the association and its members in support of H.R. 6785 and S. 1404, "to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes." S. 1404 in the form passed by the Senate is identical with H.R. 6785, and three other House bills (H.R. 6481, H.R. 7867, and H.R. 11743) except for two amendments adopted by the Senate. We support the Senate amendments.

For many years the railroad industry has supported efforts to establish greater uniformity in the observance of time within standard time zones throughout the United States. The Interstate Commerce Commission has repeatedly recommended to the Congress that legislation be enacted to accomplish this purpose. Over the years bills of every conceivable form and type have been introduced in an effort to obtain this result. The railroad industry has consistently approved the principle of uniform time observance within established time zones and has specifically declined to express a preference either for daylight saving time or against it. We adhere to that principle now.

Section 2 of the Standard Time Act of 1918 (15 U.S.C.A. sec. 262) requires that the operations of railroads be governed by standard time. In ever increasingly large numbers the communities served by the railroads have adopted daylight saving time during a portion of the year. The adoption of daylight saving time in some areas is statewide. In others the option is left with individual communities to adopt the standard of their choice. While the prevailing dates of observance are from the last Sunday in April until the last Sunday in October there are numerous variations both as to commencement dates and expiration dates. All of these practices require adjustments in railroad schedules and methods of operations with consequent inconvenience, confusion, and expense.

Neither S. 1404 nor H.R. 6785 would solve all of these problems. But they would help—particularly in the elimination of some of the unnecessary confusion and inconvenience. They embody a reasonable and realistic first step in the right direction and hopefully will pave the way for the adoption of greater uniformity in the future.

The adverse impact of existing time practices is felt in inconvenience and frustration to the public, in hardship and perplexity to railroad employees, and in general economic waste. It creates problems for managing and conducting freight operations as well as passenger services.

Perhaps the most serious of these difficulties is that which affects the public and the relations of the railroad industry with the public. In today's competitive transportation world, it is of vital importance to maintain a favorable relationship with business patrons. Unquestionably when the many and varying time changes are made in the spring and early summer each year and continuing until late fall numbers of travelers become upset and disgruntled at the maze of time disarray which confronts them in dealing with long-distance public transportation agencies. Unfortunately, much of the annoyance and disgruntlement is directed against the carrier and its employee who have no choice but to do their best to make sense out of confusion which is not of their own making and which is beyond their power to change.

Attachment A to this statement is a copy of pages 18 and 19 excerpted from the August 1965 issue of the Official Guide of the Railways of the United States. These pages attempt to list the States, cities, and towns observing daylight saving time during last year and the periods in which such time was in effect. They illustrate the variety of times being observed. Each year it is a challenge for the railroad employee to familiarize himself with, and master, the many nuisances inherent in the lack of time uniformity which prevails throughout the country. Challenging as this yearly task is, it is a small matter compared to the burden of unraveling the complexities in an understandable way for the occasional traveler.

Related to this is the major problem of maintaining and operating a sensible scheduling program which will be understandable to the employee and explainable to the patron, and more importantly meet the demands of commerce.

Because parts of the country maintain the same standard of time year round and other parts change to daylight saving time for various periods of the year, the problem of scheduling trains to meet the needs and demands of the public and of the marketplace becomes most troublesome. This occurs, for example, in providing service from the South to the North. Most States and communities in the southern part of the United States continue to observe standard time. Most States and communities in the northeastern part change over to daylight saving time each year. To meet the needs of the northern communities schedules must be changed. In some cases this has made it impossible or impractical to entirely maintain some important through train connections. An example from last summer is the Silver Meteor, which arrives in Washington, D.C. at 6 a.m., eastern standard time, from Miami and intermediate southern points. From the last Sunday in October to the last Sunday in April this important train makes connections with the Pennsylvania Railroad's Pittsburgh and Buffalo trains which, during the observance of standard time in the East, depart from Washington, D.C. at 7 a.m., eastern standard time. During the summer months, however, the Pittsburgh and Buffalo trains, in order to meet the needs of those communities, depart at 7 a.m., daylight saving time which is actually 6 a.m. eastern standard time or about an hour before the Silver Meteor arrives in Washington, D.C. A similar problem existed at the St. Louis gateway. Most of the southwestern part of the country observes standard time throughout the year. Trains serving the area reflect that fact and eastbound trains arriving at St. Louis are scheduled on standard time. In order to protect and meet these schedules Pennsylvania eastbound trains Nos. 4 and 30 continue to leave St. Louis on standard time but as a result arrive in New York City 1 hour later than the preferable schedule time.

In terms of economic waste the adoption by the Congress of H.R. 6785 or S. 1404 would accomplish very little at the outset insofar as the railroad industry is concerned. It would, however, eliminate at once a considerable amount of confusion and perplexity among employees and members of the public which results from the varying effective dates of daylight saving time observance. If the Interstate Commerce Commission is successful in promoting uniform time observance throughout each standard time zone, as the two bills would direct, there could be elimination of substantial economic waste. But unless or until such success is attained most of the additional and unnecessary costs which accrue to the industry would still have to be met. These costs stem principally from the necessity twice each year of reprinting both employee and public timetables. We are hopeful that enactment of either of these two bills would stimulate and hasten the adoption of greater uniformity throughout the country on a much broader scale. It is hoped that this initial step will demonstrate the wisdom of

greater uniformity by Federal action in this regard and that greater advances toward a sane time policy will follow shortly thereafter.

When uniform time bills were being considered during 1963 and 1964 some review was made on the Pennsylvania Railroad to estimate what costs might be saved in the event time uniformity were to become a reality.

On the eastern region of the Pennsylvania Railroad alone, it was estimated that the changeover required the revising of 202 schedule pages of the employee timetable and numerous other revisions on 200 additional pages where time is specified in general operating rules. For the revisions incident to the adoption of daylight saving time effective April 26, 1964, the printing bill alone was \$33,784, while labor, in the preparation of the changes, cost \$15,000. These costs, together with distribution expense, approximate \$50,000. There are two other regions on the Pennsylvania that issue similar employee timetables, and for all three regions the cost to the Pennsylvania approximates \$300,000 each year. While adoption of H.R. 6785 or S. 1404 would not eliminate these expenditures the accomplishment of our long-range goal of uniform time observance within established time zones (with respect to which such legislation would be the first step) would make it possible to revise these employee instructions only once a year, in lieu of twice a year as now required. This would mean a savings of \$150,000 per annum to the Pennsylvania Railroad.

In addition to the \$150,000 savings related to the employee timetable, the ultimate accomplishment of the goal would enable the Pennsylvania Railroad to save approximately \$60,000 annually in the printing and distribution of public schedules. Because of the underlying consideration, work, and activity involved in resolving the complex freight and passenger schedule changes the total unnecessary outlay was estimated to easily reach \$250,000 per year on the Pennsylvania and could exceed \$2 million per year for the entire railroad industry.

Early in 1962, a survey of problems arising because of the lack of uniform time was conducted of 22 principal class I railroads operating throughout the United States. The results of that survey are summarized in attachment B, hereto, entitled "Statement of Difficulty Being Experienced by Railroads Because of Lack of Uniformity in Time." In short, it demonstrates that the confusion, expense, and inconvenience resulting from lack of time uniformity are general and widespread.

Of the bills pending before this committee, those that would make the observance of standard time mandatory the year around for all purposes (H.R. 2424, H.R. 5055, and H.R. 10573) would result in the maximum uniformity and would result in the greatest economic benefits for the railroad industry. Practically all of the unnecessary expense and confusion described herein would be eliminated by enactment of such legislation. Likewise, the large bulk of railroad problems in this regard would be solved by enactment of H.R. 76 which would place the entire Nation on daylight saving time and require its observance from the last Sunday in April to the last Sunday in October of each year. We support these proposals and would welcome their approval.

However, in recognition of the strong broad based support that exists for the proposals embodied in H.R. 6785 and S. 1404 and the need for some positive action on this subject we specifically and respectfully urge that H.R. 6785 or S. 1404 be approved by this committee and enacted.

There is no question that substantial confusion and economic waste result from our present time observance laws and practices. As transportation and communication systems are constantly improved, the need for a concomitant improvement in such an ordinary and basic function as time observance will become more necessary rather than less. The proposals embodied in these two bills represent a minimal and reasonable first step in the right direction.

[Attachment A]

LIST OF CITIES AND TOWNS OBSERVING DAYLIGHT SAVING TIME

CANADA

As listed below from April 25 to October 31, except as noted.

British Columbia : Entire Province from April 25 to October 31.

Manitoba : Entire Province from April 25 to September 12.

New Brunswick : Entire Province from April 25 to October 31.

Newfoundland : Entire Province from April 25 to October 31.

Prince Edward Island : Entire Province from April 25 to October 31.

Amherst, N.S.	Joliette, Que.	Quebec, Que.
Arnprior, Ont.	Jonquiere, Que.	
Arvida, Que.		Renfrew, Ont.
Asbestos, Que.	Kentville, N.S.	Repentigny, Que.
Aurora, Ont.	Kenora, Ont.	Richmond Hill, Ont.
	Kincardine, Ont.	Rimouski, Que.
Beamsville, Ont.	Kingston, Ont.	Riviere du Loup, Que.
Belleville, Ont.	Kirkland Lake, Ont.	
Brantford, Ont.	Kitchener, Ont.	St. Catharines, Ont.
Brockville, Ont.		St. Hyacinthe, Que.
Burlington, Ont.	Lachute, Que.	St. Jean, Que.
	La Tuque, Que.	St. Jerome, Que.
Campbellford, Ont.	Leaside, Ont.	St. Raymond, Que.
Chatham, Ont.	Lennoxville, Que.	St. Thomas, Ont.
Coaticook, Que.	Lindsay, Ont.	Sault Ste. Marie, Ont.
Cobalt, Ont.	Liverpool, N.S.	
Coburg, Ont.	London, Ont.	Sherbrooke, Que.
Cooksville, Ont.	Loretteville, Que.	Smiths Falls, Ont.
Cornwall, Ont.		Southampton, Ont.
Cowansville, Que.	Magog, Que.	Stratford, Ont.
	Markham, Ont.	Streetsville, Ont.
Digby, N.S.	Midland, Ont.	Sudbury, Ont.
Dolbeau, Que.	Mont Joli, Que.	Sydney, N.S.
Drummondville, Que.	Montreal, Que.	
		Thetford Mines, Que.
Etobicoke, Ont.	Napanee, Ont.	Tillsonburg, Ont.
	Niagara Falls, Ont.	Timmins, Ont.
Farnham, Que.	Niagara-on-the-Lake, Ont.	Toronto, Ont.
Fort Erie, Ont.	North Bay, Ont.	Trenton, Ont.
		Trois Rivières, Que.
Galt, Ont.	Oakville, Ont.	
Gananoque, Ont.	Orangeville, Ont.	Victoriaville, Que.
Goderich, Ont.	Orillia, Ont.	
Granby, Que.	Oshawa, Ont.	Waterloo, Ont.
Grimsby, Ont.	Ottawa, Ont.	Welland, Ont.
Guelph, Ont.	Owen Sound, Ont.	Weston, Ont.
		Whitby, Ont.
Halifax, N.S.	Paris, Ont.	Windsor, N.S.
Hamilton, Ont.	Pembroke, Ont.	Woodbridge, Ont.
Hawkesbury, Ont.	Penetanguishene, Ont.	Woodstock, Ont.
Hull, Que.	Peterborough, Ont.	
Huntsville, Ont.	Pictou, N.S.	Yarmouth, N.S.
	Port Hope, Ont.	
Ingersoll, Ont.	Prescott, Ont.	

UNITED STATES

The States as listed below (plus the District of Columbia) observe daylight saving time from April 25 to October 31 (except as noted).

California	Maine	Oregon
Colorado	Maryland	Pennsylvania
Connecticut	Massachusetts	Rhode Island
Delaware	Minnesota (May 23 to September 7)	Vermont
District of Columbia	Nevada	Washington
Illinois	New Hampshire	West Virginia (April 25 to September 25)
Indiana	New Jersey	Wisconsin
Iowa (May 30 to September 6)	New York	

States not listed above and some of the areas within such States begin and terminate daylight saving time on various dates as indicated below.

Idaho

By local option as listed below from April 25 to October 31.

Bonnerr's Ferry	Coeur d'Alene	Moscow	Sandpoint
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Michigan

Dickinson County, except Breen, Felch, and West Branch from April 25 to October 31.

Ironwood by local option April 25 to October 31.

Missouri

As listed below from April 25 to October 31, except as noted.

Alexandria (to September 5)	Monroe City (to September 5)
Annada (to October 3)	Moscow (April 30 to October 31)
Bourbon	O'Fallon
Cape Girardeau (to October 24)	Old Monroe
Clarksville (to October 3)	Orchard Farm
Crystal City	Pacific
De Soto	Palmyra (to September 5)
East Prairie	Poplar Bluff
Ellsberry	Quincy
Ewing (May 7 to September 5)	St. Charles
Festus	St. Clair
Foristell	St. Louis; suburbs and County of St. Louis
Gilmore	St. Peters
Hannibal (to September 12)	Troy (April 30 to October 31)
Hawk Point	Truesdale
Herman	Warrenton
Illmo	Wayland (to September 5)
Kahoka (May 23 to September 4)	Wentzville
La Belle (May 23 to August 22)	West Alton
La Grange (to September 26)	Winfield
Lewistown (May 22 to August 28)	Wright City
Louisiana	
Memphis (to September 5)	

Montana

Butte May 31 to September 1.

New Mexico

Los Alamos County from April 25 to September 26.

Ohio

All cities and towns on the Erie Lackawanna RR. will observe "daylight saving" time, except cities Ashland, Galion, Kenton, Lima, Mansfield, Marion, and Ohio City. All cities and towns on the Pennsylvania RR. are on "daylight saving" time with the exception of Ada, Bucyrus, Cincinnati, Columbus, Coshocton, Crestline, Dayton, Dennison, Hamilton, Lima, Mansfield, Newark, Norwood, Upper Sandusky, Van Wert, and Xenia.

"Daylight saving" time with various termination dates begins at the north, just west of Vermilion on Lake Erie and then runs south and eastward, west of Wellington, east of Ashland, south of Wooster, and then southeastward, crossing the northern part of Tuscarawas County, north of New Philadelphia, and then south along the west boundaries of Harrison, Belmont, and Monroe Counties and then includes Washington County to a point just west of Belpre on the Ohio River. It then skips to the west of Athalia, Proctorville, and Chesapeake in the southeastern part of Lawrence County.

Virginia

Arlington and Fairfax Counties and the cities of Alexandria, Fairfax, and Falls Church observe "daylight saving" time from April 25 to October 31.

The remainder of the State of Virginia with the exception of Lee, Wise, Dickenson, Buchanan, Scott, Russell, Smyth, and Washington Counties and the cities of Bristol and Norton observe "daylight saving" time from June 6 to September 5.

Daylight Saving Time

During World War I, what has since become known as "daylight saving" time was established by act of Congress as a war measure. This act provided that between the last Sunday in March and the last Sunday in October of each year, the standard time of each zone be advanced 1 hour; this provision was repealed after the close of the war.

On February 10, 1942, under a bill to promote the national security and defense by establishing "daylight saving" time, the standard time of each zone in the United States was advanced 1 hour; the bill provided for termination of the act 6 months after the war's end or at such earlier date as Congress might designate. "Daylight saving" time was terminated in the United States by act of Congress September 30, 1945.

The current revision of "daylight saving" time, is limited to a few months each year, and is adopted either by State action or local option by some cities and towns.

For public guidance, a list of States and some cities and towns observing "daylight saving" time is shown each year in summer month issues of the "Official Guide of the Railways." Reprints of these pages are available at nominal cost.

A great lack of uniformity in time has arisen under past legislation whereby clocks were advanced 1 hour in some localities but not in others. This has led to introduction of bill S. 1404, now in the Senate, which would allow communities to choose whether or not they wish to observe daylight time and would set the period from the last Sunday of April to the last Sunday in October for all those observing such time.

[Attachment B]

STATEMENT OF DIFFICULTY BEING EXPERIENCED BY RAILROADS BECAUSE OF LACK OF UNIFORMITY IN TIME

(Based upon experiences on 22 selected railroads)

1. Dining car service

In many cases, the workday of the dining car crew is extended in order to take care of meal periods, resulting in increased dining car labor costs. As an example, passengers arriving Chicago from the west on central standard time traveling east from Chicago on daylight time, might have their meal as much as 2 hours early unless the diner served later than normal to compensate for the time differential. Passengers from the east through Chicago would be served their meal as much as 2 hours late unless the diner was open for service earlier than normal.

2. Passenger train schedules

At a transfer point such as Chicago, with western railroads operating on standard time, eastern railroads adjust their schedules by delaying departure of their trains to the east in order to maintain through connections. This results in a later arrival at east coast cities resulting in an inconvenient arrival time for business purposes. Westbound schedules must be advanced 1 hour in the east to maintain connections to the west, resulting in an awkward departure time from east coast cities.

With the west coast observing daylight time and many intermediate points between Chicago-St. Louis observing standard time, the maintenance of normal schedules results in a late arrival and early departure at west coast points. Changes in schedules to compensate for the time change result, in some cases, in inconvenient departures from intermediate key cities.

The change to and from daylight time often results in the necessity for publishing a new timetable for each change in time, and this is multiplied when all areas do not observe daylight time during the same period. This results in increased expenses in publishing timetables for each change.

One railroad reported difficulty has been experienced in complying with requests of the Post Office Department on mail handling on trains operating both in standard and daylight time.

3. *Freight train operations*

Because of market practices, perishable freight must be delivered or placed for inspection by specific times. Perishables originating in standard time areas and terminating in daylight time areas must be handled from origin to destination in 1 hour less time than normal, or the closing time for billing and diversions and train departure time must be advanced 1 hour to compensate.

Livestock must also be handled to meet market requirements and the difficulties experienced on perishable traffic are also experienced in the handling of livestock.

Schedules on freight trains must be adjusted to meet local requirements. Difficulty arises when a train originates in a standard time area going into a daylight time area. The scheduling of the train 1 hour earlier is not always the answer as consideration must be given to requirements of local shippers at origin as well as intermediate points, and the departures must be coordinated with schedules from connections for through movements.

4. *Labor*

Railroad employees, working on standard time, are not always able to participate in community activities if the community observes daylight time. Employees as well as labor organizations have requested working hours on the basis of community time rather than railroad time. Another complaint involves the confusion and possible error involved when employees live in a community observing one time and such employees must report to work on another time.

5. *Communications*

Nearly all railroads reported confusion in communicating with distant on-line points. One railroad reported that during periods of daylight time, the communications between home office and the west end of its property were limited to 3 hours each day. Many other railroads advised of limits of 5 and 6 hours for communications between various sections of their property.

6. *Summary*

Nearly all roads reported confusion and difficulty in one form or another because of the lack of uniform time. The following items of difficulty were reported:

- (a) General confusion in passenger timetables.
- (b) Lengthened dining car meal service at increased labor costs.
- (c) Difficulty in scheduling passenger trains to accommodate origin, intermediate and destination requirements.
- (d) Extra expense of printing timetables.
- (e) Difficulty in handling mail to meet post office requirements.
- (f) Necessity for rescheduling freight trains to meet delivery times for market on perishables and livestock, also for interline service.
- (g) Operating employees may work on standard time, nonoperating employees on daylight time, resulting in confusion and inconvenience.
- (h) Revision of switching crew schedules to meet requirements of local industry.
- (i) Confusion, particularly train and engine men, involved in working on standard time and using daylight time at home.
- (j) Reduced communication time between stations on the same property.

Mr. VAN DEERLIN. Thank you.

Mr. Younger?

Mr. YOUNGER. No questions.

Mr. VAN DEERLIN. Mr. Pickle?

Mr. PICKLE. I think the gentleman made a fine statement of great importance.

Mr. LYON. Thank you, sir.

Mr. VAN DEERLIN. Mr. Gilligan?

Mr. GILLIGAN. No.

Mr. VAN DEERLIN. The final witness, Brig. Gen. Joseph P. Adams, retired but not retiring, who represents the Association of Local Transport Airlines.

STATEMENT OF BRIG. GEN. JOSEPH P. ADAMS, ASSOCIATION OF LOCAL TRANSPORT AIRLINES

General ADAMS. Chairman Van Deerlin, distinguished members of the House Interstate and Foreign Commerce Committee, in the absence of a prepared statement, my name is Joseph P. Adams and I appear before you as executive director and general counsel of the Association of Local Transport Airlines. We appear to support legislation which will lead to uniformity in time conversion. I will leave you with only two additional thoughts, other than those previously expressed by the witnesses which preceded me.

One is that about 2 years ago, in preparing for testimony on similar legislation, the association took a poll of its membership. We focused in this poll on the additional costs of having to prepare three timetables instead of one additional timetable in the spring and in the fall of the year. To the best of our ability, in analyzing this poll, we came up with the figure of approximately \$150,000 to \$200,000 additional cost for these short-haul carriers in the additional schedules required under the present situation.

However, I would like to rise above monetary considerations, even as significant as these might be to these carriers, and say that the principal beneficiaries of the proposed legislation are the traveling public, not the member carriers of this association. Again, in this same poll of our industry that we took, we found that the incidents of no-shows that developed during this 6-week period, when daylight time is being changed or accepted on three different dates, the incidence of no-shows rises appreciably.

Now, of course, the most perishable thing in the world is an airline seat. When the door is closed, the value of that seat is lost for all time. With these increases in these no-shows, and it is quite a perceptible increase, during the spring of the year and the fall, it may well be related into several hundreds of thousands of dollars of lost traffic. Of course, that comes about by the fact that even though the carriers do put out three timetables, the fact that these timetables are put out seriatim, the public is left not knowing in some cases when to appear at the airport, and for that reason, the no-shows increase.

So I leave you only with the thought that basically, this legislation is in the public interest and it is the traveling public that are the true beneficiaries and not the carriers that I am representing in this case for the Association of Local Transport Airlines.

We sincerely appreciate the time you are giving to this and we trust that you will look favorably on the legislation now before you.

Thank you.

Mr. VAN DEERLIN. General, that is a very fine statement.

Mr. Younger?

Mr. YOUNGER. Only to compliment the general.

General ADAMS. Thank you, Congressman Younger.

Mr. PICKLE. I have no questions.

Mr. VAN DEERLIN. Mr. Gilligan?

Mr. GILLIGAN. No.

Mr. VAN DEERLIN. Thank you, General Adams.

We have for the record a letter from R. J. Riddick, executive secretary of the Freight Forwarders Institute, and a statement by Carroll P. Burks, president of the American Short Line Railroad Association. (The letter and statement referred to follow:)

FREIGHT FORWARDERS INSTITUTE,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.

DEAR CHAIRMAN STAGGERS: Last year when the Senate Interstate and Foreign Commerce Committee was considering S. 1404, proposed legislation to facilitate greater uniformity of time observance, our institute advised the Honorable Warren G. Magnuson, chairman of that committee, that we endorsed S. 1404.

The members of the Freight Forwarders Institute have approved a policy supporting the principles of S. 1404 and likewise would like to go on record before your committee endorsing bills H.R. 6785, H.R. 7867, and H.R. 6481.

As common carriers our members face the same problems as other common carriers caused by the varying time standards throughout the United States, and are of the opinion that time uniformity will remove some of these obstacles. It is our hope that the aforementioned bills will be favorably reported by your committee and the principles enacted into law in this session of Congress.

We respectfully request that this letter be made a part of the official records of the hearings.

Sincerely,

R. J. RIDDICK, *Executive Secretary.*

STATEMENT OF CARROLL P. BURKS, PRESIDENT, THE AMERICAN SHORT LINE
RAILROAD ASSOCIATION

My name is Carroll P. Burks. I am president of the American Short Line Railroad Association with offices at 2000 Massachusetts Avenue NW., Washington, D.C., and have served in that capacity since November 1, 1964. Prior to coming with this association I served in various operating supervisory capacities for a number of years, and have a total experience of 35 years in the railroad operating field.

On behalf of the member lines of this association, the majority of which are representative of small business interests in the railroad industry, I appreciate the opportunity of filing this statement with the committee in support of uniform time within standard time zones.

No business activity is more affected by time than is that of conducting transportation. Inasmuch as the starting point and destination of travel and transport is frequently in separate jurisdictions, wherever standards of time differ it is imperative that there be complete understanding between the customer, carrier, and its employees as to the standards of time which prevail. In addition, it is highly desirable, to avoid confusion and unnecessary expense, that there be as few standards as possible, that the zones be well defined, and that there be no temporary or permanent tampering with these standards except for good and sufficient cause.

For a number of years, and most recently at the 52d annual meeting of association members in Milwaukee, Wis., on September 29, 1965, the representatives of these members adopted as a desirable legislative objective * * * "The associa-

tion favors amendment of the Standard Time Act so as to fully occupy the legislative field with respect to standards of time to be observed throughout the Nation."

This legislative policy of the association has existed for over 18 years and was occasioned by reason of communities not conforming to the prescribed standard time zones, the nonuniformity with which daylight saving time was observed, and was observed, and the frequent difference in dates at the beginning and ending of daylight saving time periods. All of this resulted in the inability of the railroads to render the best possible public service for which they had been subjected to criticism. These difficulties and problems were impossible of solution by reason of the nonuniformity of the time being observed in two or more areas concerned.

This legislative position has been continued by the association members in view of the continuing nonuniformity of time. The fact that the problem is still with us indicates the need for Federal legislation.

Most member roads of the American Short Line Railroad Association are exclusively freight carriers; however, its members that are passenger-carrying railroads are faced with the same problems with regard to the operation of passenger trains as has often been described.

While the examples of inconvenience and confusion are more colorful and descriptive as they relate to passenger service, the problems that exist in rail freight operations may in total be more serious due to the much greater proportion of rail operation involved in freight handling.

Many of the short-line railroads are faced with a situation at the beginning and end of the daylight saving time period when the changeover in time is not uniform across their territory. For example, they start train operations on daylight saving time and move into an area operating on standard time with the result that their usual schedules are not satisfactory to the customers as the train is arriving at too early an hour. You will readily see how the reverse is the case at certain times and under certain circumstances with the train arriving at too late an hour. Such circumstances lead to complaints from the customers.

To alleviate some of the difficulty, it is sometimes necessary for railroad forces to start certain of their employees to work an hour earlier to coordinate with adjacent communities which have daylight saving time or which start daylight saving time at an earlier or later date. These situations are confusing, often-times inefficient, and though established for the convenience of the customer, frequently result in confusion to the shipper and the receiver.

At the present time it is difficult and expensive to find out the standard time that prevails in any but the larger communities, and much time is wasted in attempting to contact people by telephone to schedule meetings and appointments so as to conform with local custom and still make travel possible without undue waste of time and energy.

On behalf of the 245 member roads of this association, I want to again state our support of uniformity in time, whether it be standard or daylight. It is the hope of this segment of the rail carrier industry that Congress may properly conclude that uniform time is wanted by the majority. We, therefore, fully support the enactment of uniform time legislation applicable throughout the United States.

Mr. VAN DEERLIN. The record will remain open for 5 days to receive statements and comments of any further interested parties.

That concludes the hearing.

(The following material was submitted for the record:)

STATEMENT OF WILLIAM D. TOOHEY, CHAIRMAN, GOVERNMENT RELATIONS
COMMITTEE, NATIONAL ASSOCIATION OF TRAVEL ORGANIZATIONS

Mr. Chairman and members of the House Interstate and Foreign Commerce Committee, my name is William D. Toohey. I am executive vice president of the Tourism Council of Greater Chicago, 36 South Wabash Avenue, Chicago, Ill. I submit this statement in my capacity as chairman of the government relations committee of the National Association of Travel Organizations, which is dedicated to the welfare and advancement of the travel industry.

NATO's principal concern is promoting more travel to and within the United States. We not only want more people to travel, but want to make certain they enjoy it, so they will repeat their travel.

Our members are the firms and organizations which provide the information, transportation, accommodations, food service, entertainment, and the many services required by travelers.

NATO spearheaded the massive see-the-U.S.A. program designed to encourage our citizens to travel in this country which has now evolved into the discover-America campaign. President Johnson has wholeheartedly endorsed this program. The President appointed a five-member, Cabinet-level task force to assist in implementing the discover-America program. The task force is headed by Vice President Hubert Humphrey. The program is financed by private industry money.

We are deeply concerned with the matter of time uniformity in the United States both from the interest of the foreign and domestic traveler. The millions of people who travel each year in the United States for varying periods of time for business and pleasure come into personal contact with the confusion created by differences in time observance and the vagaries of the boundaries of time zones, which often do not seem to make good sense.

Travelers in automobiles, who comprise over 90 percent of the travel in this country, are just as subject to inconveniences, doubts, and uncertainties concerning what time it is as are the other travelers who move via the public carriers.

Automobile travelers must be constantly alert in order to know when to begin their day, when to end it, when it is time to eat, when the points of interest and attractions they want to visit will open and close, and when to set their watches forward or back.

A mistake can be costly

A mistake can be costly in available traveltime, or in gaining admittance to an attraction or point of interest, or in meeting any present engagement.

I want to point out that time confusion is a deterring factor to the travel business.

The travel business is one of the great distributors of the wealth produced in the United States, involving more than \$30 billion per year. Most of our States consider the travel business among their top three industries.

The travel industry is one of the largest employers in the United States. Add together the people involved in running hotels and motels, restaurants, transportation companies, rental car firms, gasoline stations, attractions, sight-seeing facilities, travel information centers, etc., and this becomes apparent.

Foreign visitors, singly and in groups, are becoming more and more a part of the American scene. They come here to see this great country, of which they have heard so much. We need to enhance their opinion of us. We must not disillusion them.

A little research discloses that time regulation is smoothly handled in most parts of the world, particularly in the areas from which we are currently drawing foreign visitors.

We respectfully support identical bills—H.R. 6785, H.R. 7867 and H.R. 6481. However, in the interest of quick adoption of time uniformity legislation, we would not object to enactment of S. 1404.

The National Association of Travel Organizations is a member of the Committee for Time Uniformity and supports its testimony fully.

We need enactment of legislation for adoption of time uniformity in the United States.

Thank you for the privilege of submitting this statement.

STATEMENT OF A. B. McMULLEN, EXECUTIVE VICE PRESIDENT, NATIONAL
ASSOCIATION OF STATE AVIATION OFFICIALS

My name is A. B. McMullen. I am executive vice president of the National Association of State Aviation Officials. On behalf of the members of NASAO, I wish to thank the committee for the opportunity provided the association to present its views on the various bills now being considered "to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed."

NASAO members are officially responsible for fostering the orderly development of aviation and air transportation in their respective States, and they are

keenly aware of the veritable nightmare of time confusion presently caused by various States and political subdivisions changing to and from daylight saving time each year on different dates, and the adverse affect this unregulated and uncoordinated procedure has on all forms of transportation and communications, business and industry, shippers and individual travelers. This practice not only causes many missed train, plane, and bus connections and disrupted business and social engagements, but unnecessarily costs corporations and individuals millions of dollars annually in administrative, operating, printing, and communication expenses.

NASAO has been actively interested in and has continuously worked toward a solution of this exasperating situation for over a decade, and during the association's 1962 annual meeting, NASAO members unanimously adopted a resolution recommending legislation which would assure that all changes from standard to daylight saving time be made on the last Sunday of April, and the return to standard time be made on the last Sunday of October.

Therefore, the association strongly endorses, and respectfully urges the Congress to adopt legislation such as that incorporated in House bills 6481, 6785, and 7867, which will go a long way toward solving the daylight saving time problem.

The problem would be reduced even more than the proposed legislation will accomplish if the final committee bill limited the choice of adopting daylight saving time to individual States, rather than extending this decisionmaking authority to political subdivisions as well. However, if legislation requiring uniform changeover dates is enacted as presently drafted, NASAO will work for the adoption of supplementary legislation by individual States.

In addition to adoption of legislation such as recommended herein, it is also respectfully urged that Congress immediately investigate the several other time systems and procedures, in order that the most desirable features of each may be uniformly adopted to assure that the national time system keeps pace with modern transportation and communications facilities and services.

These time systems include the 24-hour clock, which is utilized by some governmental agencies, particularly the military, and by some commercial organizations, and the use of "Z" or Greenwich time, which the U.S. Weather Bureau and some American transportation and communications companies engaged in international operations now utilize.

While no single system of time will completely satisfy the requirements or accommodate the convenience of everyone, a careful study should be made of the advantages that would result from complete abolition of daylight saving time, and permanently advancing the standard time by 1 hour in each time zone throughout the United States. This would eliminate the confusion and expense associated with changing to and from daylight saving time each year, while providing all the advantages afforded by daylight saving time. Adopting the 24-hour clock simultaneously with the 1-hour time advance would necessitate only one educational and familiarization period in order to acquaint everyone with these two major changes which many persons who have made a careful study of time problems consider desirable.

WASHINGTON, D.C., February 3, 1966.

W. E. WILLIAMSON,
Clerk, Committee on Interstate and Foreign Commerce, Rayburn House Office
Building, Washington, D.C.:

For the record of the hearings please insert following wire to Chairman Harley O. Staggers: "The International Association of Machinists, AFL-CIO, fully endorses the provisions for time uniformity as embodied in bills H.R. 6785, H.R. 7867, and H.R. 6481. In representing thousands of employees on the airlines, railroads, the shipping and shipbuilding industry and other segments of the transportation industry, we are fully cognizant of the tremendous benefits which will result from a uniform policy in changeover from standard to daylight saving time."

P. L. SIEMILLER,
International President.

AMERICAN TELEPHONE & TELEGRAPH CO.,
New York, N.Y., April 21, 1965.

Hon. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: The American Telephone & Telegraph Co., representing the Bell System, respectfully submits this statement in support of H.R. 6481, introduced by you, or H.R. 6785, introduced by Representative Staggers, which, we understand, will be reviewed by the Subcommittee on Commerce and Finance of the House Interstate and Foreign Commerce Committee at a hearing to be held in a few weeks.

Our company takes no position with respect to the desirability of daylight saving time, but we are convinced that uniform changeover dates to and from daylight saving time, which H.R. 6481 or H.R. 6785 is designed to achieve, will be beneficial to our customers and to the company in the operation of its long-distance communications network.

Some of the principal difficulties experienced by our customers and our company because of time confusion are:

(1) *Uncompleted calls—Inconvenient calls.*—When making long-distance calls, our customers are often confused by the lack of uniformity of daylight saving time changeover dates. Such confusion results in failure to reach the called party in his office or home at the expected time, which can be of serious concern to the calling party. Also, a customer may, because of such confusion, receive calls at inconvenient or undesirable times.

On an ordinary business day, about 16 million long-distance calls are placed by Bell System customers, approximately half of which are handled by an operator—the rest being directly dialed by the customer. Approximately one-fourth of these calls (4 million) are not completed for a number of reasons, such as “don’t answer,” “called party no available,” etc. At periods when there are different time changeover dates, a significant number of uncompleted calls can be attributed to time confusion. Such uncompleted calls place an additional and unnecessary burden on the long-distance network.

(2) *Frequent adjustments in employee scheduling.*—Operating force schedules are affected by the traffic volumes at particular times of the day. Different start and stop dates of daylight saving time affect customer calling habits and patterns, and precipitate more changes in traffic volumes which require adjustments in employee scheduling to adequately service such traffic.

(3) *Burdensome and expensive work procedures.*—Because of customer confusion in placing long-distance calls, caused by lack of uniform daylight saving time changeover dates, our operators are required to answer more inquiries from customers on difficulties experienced in attempting to complete calls, and to render such assistance as is necessary.

Notices must be prepared and placed on the switchboard to alert telephone operators to the difficulties generated by time confusion, to indicate particular locations involved and their effective time, and the operators must be trained to handle the novel situations that arise.

In conclusion, it is our opinion that the single most troublesome area to the Bell System in the matter of time confusion is the difference in changeover dates to and from daylight saving time. Should all communities following daylight saving time convert on the same date, the confusion and difficulties described above should be substantially reduced. Accordingly, we urge your favorable consideration of either H.R. 6481 or H.R. 6785.

We appreciate this opportunity to submit this statement, and respectfully request that this letter be made a part of the record in the hearing.

Very truly yours,

F. R. ECKLEY,
Executive Vice President.

UNITED STATES INDEPENDENT TELEPHONE ASSOCIATION,
Washington, D.C., February 1, 1966.

Hon. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Receipt of the notice of public hearings on uniform time bills, H.R. 1581 and others, is acknowledged. The United States Independent Telephone Association (USITA) is vitally interested in the passage of time

uniformity legislation. It therefore urges the passage of a bill which would reduce the inconvenience and costs of the present haphazard application of daylight saving time.

On April 30, 1965, we wrote the Honorable Warren G. Magnuson, chairman, Commerce Committee, U.S. Senate, concerning our need for time uniformity. It would be appreciated if you would include for the record that letter which is still currently applicable to our telephone industry (copy enclosed).

Of the bills under review by your committee, USITA would respectfully recommend passage of identical bills H.R. 6785, Staggers (March 25, 1965), H.R. 7867, Macdonald (May 4, 1965), and H.R. 6481, Harris (March 18, 1965). These more nearly provide the uniformity which is so desirable to this Nation's interstate telephone traffic.

Sincerely yours,

WILLIAM C. MOTT,
Executive Vice President.

UNITED STATES INDEPENDENT TELEPHONE ASSOCIATION,
Washington, D.C., April 30, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Commerce Committee, U.S. Senate,
Washington, D.C.*

DEAR MR. CHAIRMAN: The board of directors of the United States Independent Telephone Association (USITA) at its meeting this month adopted the following legislative policy:

Time uniformity.—Uniformity of time throughout the United States is highly desirable for telephone subscribers and for telephone toll operations. Establishment of daylight saving on different dates at different locations creates confusion and needless expense. Any legislation which would provide some uniformity in the establishment of daylight saving time will be helpful. The association, therefore, supports any and all legislation the purpose of which is to promote uniformity of time. If a choice between two pieces of legislation exists the association prefers that legislation which provides the greatest uniformity."

Since your committee has been holding hearings this week on the subject it is hoped you will include our position as part of the record.

The USITA represents the independent (non-Bell) segment of the industry. One-sixth of the Nation's telephones are independently operated. Over one-half the geographical area of the United States is served by independents. One out of four long-distance calls either originates or terminates in independent territory. The States of Alaska and Hawaii and the territory of Puerto Rico are served entirely by independent companies.

We are, therefore, greatly concerned with the uniformity of time in this vast area. With more and more toll calls each year the inconvenience caused by lack of time uniformity is substantial. This inconvenience is not only annoying to our subscribers but results in needless expense.

Last year in a communication to the chairman of the House Interstate and Foreign Commerce Committee we commented upon a number of illustrations of the problems our telephone industry faces because of the lack of time uniformity. These are still applicable today so we are taking the liberty of repeating them:

(1) The number of long-distance calls handled each day in the United States is approximately 14.2 million. In a year this amounts to between 4 and 5 billion calls. Many of these cross time zones or are between daylight and standard time points in the same zone. With this great volume of telephonic transactions, lack of time uniformity inevitably creates appreciable confusion. There is an increase of "don't answers," and an unnecessary, nonproductive use of circuits and of operator and equipment time.

(2) Many telephone operations for reasons of efficiency and economy are consolidated in larger communities. These centers often serve a number of tributary exchanges. Some companies operating in centers which are on daylight saving time have tributaries which are on standard time. This poses costly problems, as will be seen:

(a) The mechanical timing devices (calculagraphs) are set to the time of the toll center location. On calls between two different zones the time stamp is incorrect for timing tributary toll calls and for this reason requires the making of an operator notation on the toll ticket to insure against mistakes in charging day calls at night rates or vice versa.

(b) Plant men working out of a toll center city and doing telephone installation work in a tributary locality require special schedule consideration in order to avoid inconvenience to customers.

(c) Uncertainty is encountered in planning hourly operator requirements and in work scheduling of plant personnel.

(d) Embarrassing and sometimes costly confusion results when a toll center operator, in a town on daylight time, is asked for the time of day by a subscriber served out of a tributary exchange in a town on standard time. The person calling from a tributary wants to know what the time is in his own town. The telephone operator may think he wants to know the time in the toll center where she is located.

(3) Lack of time uniformity stimulates assistance calling and makes the keeping of standard or uniform operator records difficult. The services of two operators, one at each of the two offices involved, are required on this type of assistance call. Such assistance calls utilize toll circuit facilities for which the telephone company derives no revenue.

(4) Preparation of operator records showing time options of communities frequently called, and the training of operators, are burdensome and costly. We estimate this unnecessary expense in our segment of the industry amounts to \$50,000 annually.

(5) A striking example of loss in revenue from lack of time uniformity involves "after 9 p.m." (now after 8 p.m.) calling from Georgia and Florida to the northeastern United States during the summer months. These two States have elected to stay on standard time. Reduced rate calls after 9 p.m. (again currently after 8 p.m.) reach the Northeastern States after 10 p.m. Since calls placed that late frequently inconvenience the called party there is less telephoning. This means a loss of revenue. To avoid inconvenience an effort is made to place calls immediately after 8 p.m. This results in congestion of telephone facilities, loss of revenue, and inconvenience to the public. The pyramiding of calls at a particular time complicates the work "forcing" or scheduling of operators at the switchboards.

The foregoing bears upon the difficulties of independent telephone companies and their subscribers. Any user of long-distance service can testify to his own inconvenience. Inability to reach a called party because of a difference in time, unnecessary expense of a station-to-station call when the desired party has not reached his office or has left for the day, and receipt of a call at an inconvenient hour are examples of the irritation and annoyance that stem from the present unsatisfactory situation.

We appreciate the opportunity to submit this statement, and hope that the hearings on S. 1404 will eventuate in corrective legislation.

Sincerely yours,

WILLIAM C. MOTT,
Executive Vice President.

THE WESTERN UNION TELEGRAPH CO.,
Washington, D.C., February 2, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reference to the current hearings before your committee concerning H.R. 6481, 6785, and 7867. These identical bills relate to the establishment of a system of time standards and measurement for the United States and to require or promote the observance of times standards for all purposes.

Western Union, by the very nature of its business, is directly interested in anything which may develop concerning the proposed legislation. The element of time plays an important part in our day-to-day operations. The company has joined other interested groups in supporting the objective of the Committee on Time Uniformity.

Current operations of this company provide the flexibility necessary to adapt to whatever time may be observed despite any variation that may exist as between communities, States, or regions. From the point of view of the telegraph user, particularly the traveling public, the various time differences are very confusing. We, therefore, earnestly support the objectives of the foregoing legislation in the interest of greater efficiency, simplification, and uniformity.

Accordingly, we favor the provisions of H.R. 6481, 6785 and 7867.

Sincerely yours,

K. W. HEBERTON, *Vice President.*

NATIONAL BROADCASTING CO., INC.,
New York, N.Y., January 28, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Interstate and Foreign Commerce Committee,
House of Representatives,
Washington, D.C.*

DEAR CHAIRMAN STAGGERS: This is in reference to the hearings commencing February 1, 1966, before the Interstate and Foreign Commerce Committee on bills dealing with time uniformity.

The broadcasting industry is vitally concerned with time uniformity over wide areas, particularly with regard to the effect of such time uniformity on network broadcasts which cover virtually all sections of the country.

In creating a balanced schedule of network programming, an important factor is time of broadcast because the basic audience composition varies with the time of day.

Time of broadcast in the various U.S. communities is also of importance to network advertisers whose commercial message take audience composition into account. It is of significance to the listening and viewing public, who are aggrieved when a network program is broadcast locally at an earlier or later time than the time for which it was designed simply because of local time anomalies.

The independent establishment and changing of local time by individual States and communities have increased the confusion and conflict of time standards. Uncoordinated shifts in such time standards constitute an undue burden on interstate communications, the efficiency of which is impaired by lack of uniform time standards. These erratic changes also generate a large number of complaints from the public because of the upsetting effects on previously established radio and television program schedules and personal viewing and listening habits.

The lack of uniformity among States and communities in the observance of daylight saving time requires the network to expend considerable sums of money for multiple network originations in order to offset in part the effect of such time differentials, but even with these efforts and expenditures, considerable confusion remains, which adversely affects the public interest in broadcasting.

We strongly support and urge enactment of any measure to reduce the conflict in this area now adversely affecting the public interest in broadcasting.

Very truly yours,

DAVID C. ADAMS,
Senior Executive Vice President.

COLUMBIA BROADCASTING SYSTEM, INC.,
Washington, D.C., February 4, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: CBS respectfully requests this opportunity to make a general statement concerning the bills now before your committee which relate to the observance of uniform time standards throughout the United States.

The CBS Television Network regularly provides programs to approximately 200 affiliated television stations, and the CBS Radio Network to approximately 240 affiliated radio stations. Each network, through these stations, serves substantially all the people in the country.

Network service is designed for broadcast by affiliated stations on a basis as nearly simultaneous as possible. Simultaneous broadcast by all stations, however, is not always practicable for a number of reasons, including particularly time zone differentials. For example, a program originating in New York at 8 p.m. local time would be carried on a simultaneous broadcast on the Pacific coast at 5 p.m. local time. Because this would be an unsuitable hour for an evening program, such a program is usually rebroadcast on the Pacific coast at 8 p.m. local time. Many news events and sports programs, where simultaneous presentation is important, are transmitted for broadcast on a "live" basis only.

During periods when daylight time is observed throughout parts of the United States, the television network must have double transmissions of many programs, and the radio network must have as many as six transmissions, so that the public will not be inconvenienced by the changes in local times of broadcast.

Nevertheless some public inconvenience is inevitable because of lack of uniformity of daylight time. Parts of the area served by some stations observe day-

light time and other parts remain on standard time. In addition, the daylight time season begins and ends on different dates. These variations mean that the people in some areas must receive programs at unaccustomed hours.

For these reasons CBS believes that the broadcast audience would be benefited by legislation which would provide for (a) uniform periods of time throughout the United States for observance of daylight time and (b) uniform nationwide observance of daylight time.

Very truly yours,

THEODORE F. KOOP,
Vice President.

AMERICAN BROADCASTING CO.,
New York, N.Y., February 3, 1966.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee,
Rayburn House Office Building,
Washington, D.C.

DEAR MR. STAGGERS: I have read with interest the proposed legislation H.R. 6785 which you introduced on March 25, 1965, as well as H.R. 6481 introduced by Chairman Oren Harris on March 18, 1965, and H.R. 7867 introduced by Congressman Torbert Macdonald on May 4, 1965, and am advised that these bills are scheduled for hearing.

I should like to take this means of expressing my support of these bills and their purpose of providing a uniform system of time standards and measurements for the United States.

The practical problems in our entire economy from present clock confusion are manifold and have been made known to the Congress over a period of some years. They arise as well in the broadcasting industry.

Further, under current conditions and lack of uniformity, the American Broadcasting Co. is incurring during each daylight savings season added costs of approximately \$1 million for wire lines to put the stations in proper time phase and for the extra personnel, tape, and film services and raw stock required to conduct network operations.

It is respectfully requested that this letter be made a part of the record in the hearing on these bills.

Sincerely yours,

LEONARD H. GOLDENSON, President.

NATIONAL ASSOCIATION OF BROADCASTERS,
WASHINGTON, D.C., February 8, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: On behalf of the National Association of Broadcasters (NAB), I am submitting for the record comments of our organization in connection with the recent hearing held by your committee on bills relating to a uniform system of time standards and measurement for the United States. It is my understanding that legislation on this matter has already passed the U.S. Senate. I wish to commend you for the promptness with which you have addressed yourself to this problem in this 2d session of the 89th Congress.

During the last 3 years, NAB has been associated closely with the efforts of other industries to come to grips with this vexing problem. We have been represented on the steering committee of the Committee for Time Uniformity since its inception and have supported the objectives of this voluntary committee. At previous hearings of the House committee and its counterpart in the other body, we have presented testimony favoring support of those bills which would bring about greater uniformity of time-keeping practices in the country.

Of the many bills which are before you, we favor the approach taken by H.R. 6785, introduced by you; H.R. 7867, introduced by Representative Macdonald; and H.R. 6481, introduced by former Chairman Oren Harris. I would add, however, that we would not object to the approval by the committee to the language contained in the Senate-passed bill. NAB also endorses the statement of the Honorable Robert Ramspeck, national chairman, Committee for Time Uniformity, which was presented to the committee on February 2, 1966.

It is our firm conviction that a great public service will be rendered if legislation is enacted promptly so that greater uniformity can be achieved, beginning with the switchover date of April 24, 1966.

We appreciate very much the opportunity to file these comments, and look forward to early committee and House consideration and resolution of this issue.

Respectfully submitted,

VINCENT T. WASILEWSKI,
President.

NATIONAL ASSOCIATION OF SECURITIES DEALERS, INC.,
WASHINGTON, D.C., February 2, 1966.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee, U.S. House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: The National Association of Securities Dealers, Inc., representing more than 3,700 members throughout the United States, strongly supports the identical House bills, H.R. 6785 introduced by you, H.R. 7867 introduced by Congressman Macdonald, and H.R. 6481 introduced by former Chairman Harris. These bills would provide a uniform system of time standards for the United States and require the observance of such time standards for the benefit of all citizens.

The existing inconvenience and confusion which stems from different time standards in different parts of the country would end with the enactment into law of this legislation proposed by you and your colleagues.

Such a law would be of great assistance in the day-to-day conduct of the securities business and would be a service to millions of the investing public.

Sincerely,

ROBERT W. HAACK,
President.

AMERICAN TRUCKING ASSOCIATION, INC.,
COMMON CARRIER CONFERENCE, IRREGULAR ROUTE,
Washington, D.C., February 2, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

MY DEAR MR. STAGGERS: The Common Carrier Conference, Irregular Route of the American Trucking Associations, Inc., supports H.R. 6785 (introduced by Mr. Staggers), H.R. 7867 (introduced by Mr. Macdonald), and H.R. 6481 (introduced by Mr. Harris) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

At the outset, we wish to express our appreciation to the committee chairman and the committee for the interest which has been shown in this subject. We have noted in the past that the committee chairman was chairman of the Commerce and Finance Subcommittee which conducted hearings on time uniformity in 1964, and we are grateful to him for his continuing interest in this subject.

In this petition to the committee, we wish it recognized that we are joining with many others of the Committee on Time Uniformity in its desire for uniform time legislation.

We believe that the passage of this legislation will definitely improve and promote safe, adequate, economical and efficient service in the transportation of property, and also passengers, in interstate and foreign commerce in the United States.

The increasing flow of commerce with the rising gross national product make it imperative in a very practical sense that all possible impediments to its free flow be removed, and at the earliest possible moment. Difficulties encountered with misunderstandings on the time of day (and these are very practical problems, not just theoretical), where different areas within present time zones change to daylight saving time at varying dates of the year and, similarly, conclude daylight time at varying dates, do not ease the burden for common carriers in all modes, no less for the trucking industry. The complexities of transportation in which service is so important, combined with an increasing population,

and the growth of industrialization of the country should not be impeded any more than is necessary. Reporting problems of the carriers, and the reading of reports submitted to Government agencies by their staffs will be eased by the establishment of these uniform dates.

Accordingly, we respectfully urge that these bills be approved by the Congress at the earliest possible date.

Very truly yours,

HENRY A. S. VAN DAALEN, Jr.,
Executive Director.

ASSOCIATION OF OIL PIPE LINES,
Washington, D.C., February 9, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to the hearing before the Committee on Interstate and Foreign Commerce which commenced on February 1, 1966, on H.R. 6785, which you introduced in the Congress, and on H.R. 6481 (Congressman Harris), H.R. 7867 (Congressman Macdonald), and S. 1404, related bills which would promote nationwide time uniformity.

The Association of Oil Pipe Lines has authorized me to advise that we support this legislation. We understand that these bills have the endorsement of the committee for time uniformity and the great number of organizations, including this association, which support the committee's efforts in this area. We believe these bills are highly in the public interest and hope that this legislation will receive favorable consideration by the Committee on Interstate and Foreign Commerce.

It is respectfully requested that this letter be made part of the record of the hearings on these bills, which we understand will remain open until February 11, 1966, for that purpose.

Sincerely,

J. D. DURAND, *General Counsel.*

THE NATIONAL INDUSTRIAL TRAFFIC LEAGUE,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee,
House Office Building (Rayburn),
Washington, D.C.

DEAR MR. CHAIRMAN: The notice of public hearings dated January 24 advised that your committee would begin hearings today (postponed to February 2) on H.R. 6785 and several other bills relating to time uniformity. The National Industrial Traffic League, on behalf of its membership, wishes to support time uniformity legislation.

The National Industrial Traffic League, a voluntary organization of shippers and association of shippers, with over 1,600 members throughout the country, at its November 1962 annual meeting, considered the widespread variations in standard and daylight saving time across the country, frequent time zone boundary disputes, differing standard-daylight changeover dates, all of which have combined to create bewildering uncertainty and confusion in the minds of the traveling and shipping public.

League members on the recommendation of its passenger traffic committee voted support of the efforts being made by the Transportation Association of America and others in an endeavor to resolve these problems. The league has previously supported similar legislation before the Subcommittee on Commerce and Finance during the 2d session of the 88th Congress.

The league supports H.R. 6785 and identical bills (H.R. 7867 and H.R. 6481) which would (1) provide a limited modernization of the Standard Time Act of 1918; and (2) promote a more uniform observance of daylight saving time, and urges that H.R. 6785 be favorably reported and progressed to final enactment.

Yours very truly,

L. J. DORR, *Executive Secretary.*

NATIONAL ASSOCIATION OF COUNTIES,
Washington, D.C., February 1, 1966.

Mr. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR CHAIRMAN STAGGERS: On behalf of the National Association of Counties, I should like to take this opportunity to endorse H.R. 6785, H.R. 6987, and H.R. 7867, identical bills to provide time uniformity. I should also like to request this endorsement be made a part of the official committee's report on this legislation.

On August 12, 1964, the National Association of Counties adopted the following amendment to the American county platform, the official policy statement of our organization.

Time variation.—The observance of time throughout the United States has become increasingly confusing since World War II because of widespread variations in standard and daylight saving time. Complicated by frequent time zone boundary disputes, different daylight standard changeover dates, and the startment of local community options. Such factors have combined to create bewildering uncertainty and confusion for the American citizen as well as great expense and burdens for the transportation, communications, and other industries. The problem of time uniformity is presently under active consideration in both the U.S. Senate and House of Representatives as a matter of nationwide concern. The National Association of Counties favors the establishment of national time uniformity and urges Congress to enact appropriate legislation for this purpose. The association will cooperate with other organizations in achieving this objective.

Very truly yours,

W. W. DUMAS, *President.*

NATIONAL COUNCIL OF FARMER COOPERATIVES,
Washington, D.C., February 4, 1966.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: The National Council of Farmer Cooperatives supports legislative action designed to bring about greater uniformity in standards for time observance. The council's members authorized such support in a policy statement adopted in January 1963.

We support H.R. 6785, introduced by you in the 89th Congress, and H.R. 7867, an identical bill introduced by Congressman Torbert H. Macdonald, a member of your committee. The provisions of these bills appear to us to be an appropriate legislative vehicle for replacing the present confusion in standards for time observance with a reasonable degree of uniformity in a sound manner. We have noted the two principal differences between these House bills and S. 1404 passed by the Senate on June 3, 1965. While preferring the provisions of the House bills which more specifically require observance of uniform daylight saving time by all Federal instrumentalities, we would favor your approval of S. 1404 if this would expedite final legislative action. We believe the need for prompt action is more important than the differences in the Senate and House bills.

There are two basic areas in which legislative action is needed in the interest of greater economy and order in the conduct of transportation, communications, and business generally which affect agriculture and all segments of the public. We believe those areas are adequately covered in either the House bills or S. 1404.

Those areas are:

(1) The clarification of existing law to give more clearly defined authority to the administrative agency with respect to prescribing time standards and requiring their observance.

(2) While leaving to individual States and communities the decision as to whether they shall observe daylight saving time, a provision that such jurisdictions that do observe daylight saving time shall begin and end that observance at the same time each year.

We believe that the confusion as to time standards, particularly daylight saving time, should be effectively dealt with now to prevent continued adverse effect on the cost and convenience of the conduct of public and private business. These

adverse effects are felt not only by those serving the agricultural segment of the economy but by the entire public.

We commend you and the other members of your committee for recognizing the significance of the problem by giving it your attention early in this session of the Congress. We respectfully urge appropriate and prompt action by your committee to the end that legislation may be enacted at this session in time for the provisions as to daylight saving time to be put into effect for this year.

We shall appreciate your inclusion of this statement of the council's position in the record of hearings recently held before your committee on H.R. 6785, H.R. 7867, S. 1404 and similar bills.

We are sending each member of the committee a copy of this letter so that they may be individually advised of the council's position.

Sincerely,

L. JAMES HARMANSON, Jr.,
General Counsel.

HAWAIIAN COMMITTEE FOR TIME UNIFORMITY,
Honolulu, Hawaii, January 28, 1966.

Hon. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR CONGRESSMAN STAGGERS: May I express my wholehearted support for bills H.R. 6785, H.R. 7867, and H.R. 6481 concerned with uniform time throughout the United States.

The patchwork manner in which daylight saving time is observed, particularly the widely varying dates on which States and areas move to and from daylight saving time, has created one of the greatest public inconveniences in America.

The standardization of time differentials would eliminate confusion and would facilitate business communications. To the extent that this would stimulate business, it would result in more wages to employees, more taxes to the Government.

At the present time the Hawaiian Committee for Time Uniformity is soliciting the support of a broad cross section of community organizations for a daylight saving bill for the State of Hawaii. Our committee is comprised of representatives of small and large business, labor, professional people, and members of both political parties. We are recommending that daylight saving time, if passed by the Legislature, should start on the last Sunday in April and terminate on the last Sunday in October—to conform with most major population areas in the United States.

To date we have endorsements from the following organizations and political leaders:

ILWU.
State of Hawaii Chamber of Commerce.
Retail Board of Honolulu Chamber of Commerce.
Hawaii Chamber of Commerce.
Kauai Chamber of Commerce.
Maui Chamber of Commerce.
Hawaii Fashion Guild.
Hawaii Bankers Association.
Chinese Chamber of Commerce.
Hawaii County Board of Supervisors.
United Chinese Society.
Waikiki Jaycees.
Japanese Chamber of Commerce.
U.S. Senator Daniel K. Inouye.
U.S. Congressman Spark M. Matsunaga.
U.S. Congressman Patsy T. Mink.

We have prepared a summary of the time situation, pointing out why it is important to the Hawaiian Islands to bring their time into conformity with the principal business and commercial areas in the United States. A copy of this memorandum is attached.

Sincerely,

RICHARD CRONIN, *Chairman.*

TIME IN HAWAII

WHY CONFORMITY IS ADVANTAGEOUS

The question of time—the time under which a country, State, or community operates—has been with us since the beginning of history. In the early days practically every group set its own standards. It made little difference whether one community followed the pattern of another. In Europe each country established its own time, sometimes without relationship to its neighbors.

In many cases, 12 noon in a given community was that moment of the day when the sun was directly over the dome of the community's "city hall." Thus, two areas or cities which might be only a few miles apart would operate on time schedules several minutes different from each other. For example, there was a difference of 7 seconds between the time at the Capitol dome in Washington, D.C., and that at the Lincoln Memorial; a difference in time of 30 seconds from one end of the San Francisco-Oakland Bridge to the other.

With the development of modern communications and the expansion of railroads, the necessity for adopting some uniform time patterns became evident. In the United States initially each railroad had its own time schedule. Some railroads would operate under various different schedules. This caused tremendous confusion.

In 1878 Sandford Fleming, a Scottish-Canadian, brought forward a plan for the whole world. Under his suggestion, the world would be divided into 24 standard meridians, 15° apart in longitude. In 1883 the Canadian and American railroads adopted in principle Fleming's ideas and divided the North American Continent into four basic zones, 1 hour apart. This was quickly and gratefully accepted by the American people, and generally observed by the Federal Government, States, cities and towns throughout the Nation.

Thus these standard times which are recognized in the various zones were "manmade time" and not "God's time" as it is sometimes referred to today. Prior to 1883 there were some 100 railroad "standard times"—eight different zones in Pittsburgh, Pa., alone, for example.

In an effort to stabilize time standards and eliminate confusion, in 1918 the U.S. Congress passed legislation, as a war measure to increase national efficiency, making the railroad time zones official and charged the Interstate Commerce Commission with authority over boundary disputes. The Interstate Commerce Commission still holds this authority.

The Standard Time Act of 1918 also gave official sanction to another time measuring device which had been developing on local levels; namely, daylight saving time.

What happens when daylight saving time is adopted? It simply saves an hour of daylight in the early morning, when the vast majority are asleep, and puts that hour of daylight at the end of the day in the evening, when the vast majority can enjoy it.

The basic idea of daylight saving time was originally conceived by Benjamin Franklin in the 18th century when he served as U.S. Ambassador to France. It has been reported that he awakened early one morning in Paris and noticed the sun shining brightly outside. He asked himself: "Why are we not taking advantage of all this daylight?" The Parisians ignored Franklin, however, and nothing was done about it.

The adoption of daylight saving time on a national basis in 1918 was unpopular with the American people. In fact, the following year Congress repealed the national legislation and the use of daylight saving time returned to the States as an optional matter. During the twenties and thirties, however, more and more communities began advancing their clocks during the summertime to take advantage of all the daylight they could obtain.

During World War II, Congress, again on the national level, adopted daylight saving time. In fact, in 1942 Congress by law advanced the whole country 1 hour without disturbing the basic time zones. This was again repealed, after almost 4 years, following the cessation of hostilities. Since then, individual State and local governments have increasingly adopted the use of daylight saving time during the summer months. The economic, social, and personal benefits to be derived from it have been recognized by an ever-increasing proportion of the people.

Today many organizations—representing business, agriculture, transportation, broadcasting, communications, travel, labor, and Federal, State, and local communities—recognizing the value of uniform time schedules, have joined together and formed the Committee for Time Uniformity.

Following extensive studies by this Committee for Time Uniformity, Federal legislation designed to bring about uniform time observance throughout the United States, but which would leave to the individual States that right to determine whether they would or would not advance their clocks each year 1 hour between the end of April and the end of October, has been introduced in both the U.S. Senate and the House of Representatives. Full hearings were held by the Senate Interstate Commerce Committee which, in turn, at the end of May unanimously reported the bill out with a "do pass" recommendation. On June 3, this legislation was passed by the Senate and was sent to the House.

Currently, daylight saving time is being observed in at least 31 of the 50 States in the Union. Colorado is observing it statewide for the first time this summer, as a result of legislation enacted this April by its State legislature and signed by Governor Love.

Those States observing daylight saving time include the major business, financial, and agricultural areas on the Pacific coast, in the Midwest, and on the Atlantic seaboard, the areas where the largest consuming publics exist. Today, well over 100 million Americans enjoy daylight saving time during 6 months of the year (as a result of actions taken either by their State legislature or by their local government authorities or by a plebiscite of the people)—and, according to Felix Belair, Jr., in an article in the New York Times on March 7, 1965, "Hundreds of thousands more would like to in States that either prohibit the shift by law or do nothing about it."

In recent years, more and more States—such as California, which some years ago had voted against the adoption of daylight saving time—have adopted it for a number of reasons, such as:

(1) The people like it and enjoy its many business, social, and economic benefits.

(2) It provides more time in the afternoon and early evening hours for recreational activities and outdoor living.

(3) It has helped reduce fatigue, industrial accidents, and has increased efficiency.

(4) Traffic accidents are reduced as more and more people are home and off the streets before dark. Statistics prove that one's chances of having a fatal highway accident at night are three times greater than during daylight hours. Motorists have frequently been warned that three out of five traffic fatalities occur at night, although only 30 percent of the driving is done during darkness.

The National Safety Council's statistics show that the most dangerous traffic period is at the end of the day, when motorists are hurrying home through the dusk or darkness.

The Los Angeles Traffic Department has reported that a 10-percent increase in the yearly fatality rate would occur if daylight saving time during the summer months were eliminated. It has estimated that the extra hour of daylight at a time when the highways are fullest, saved approximately 135 lives in Los Angeles during a 5-year period.

(5) Juvenile delinquency is known to increase in the late afternoon and evening hours. More daylight hours in the evening tends to reduce such delinquency.

In this connection, John Schapps, when western director of the National Probation and Parole Association (now known as the National Council on Crime and Delinquency), stated: "Daylight saving is child and youth saving. The fact that delinquency increases with the hours of darkness is well established. Consequently, the saving of daylight for daily living represents a very great contribution, not only toward reducing delinquency but to the health and well-being of all youngsters. We have supported the daylight saving plan in the past and do now, in the public interest."

(6) The standardization of time differentials facilitates business communications. This results in stimulating business and, in turn, maintaining or increasing employment. It also eliminates unnecessary increased cost of conducting business and thus holds to a minimum ultimate prices which are borne by the consumer.

(7) It makes for better, more efficient, and more economical radio, television, and press communications. The National Association of Broadcasters has stated that more than \$2 million is spent annually by the television industry for equipment and technicians to tape and save programs for showing during prime times throughout the country.

How do the various factors apply to or affect the Hawaiian Islands?

1. Hawaii is blessed with outstanding recreational and climatic facilities and her visitors and residents like to live outdoors and enjoy the benefits therefrom. By conforming Hawaii's observance of time and providing 1 extra hour of daylight during the summer months, Hawaii would further increase its attraction as one of the garden spots of the world for vacationers and her citizens and visitors would be able to further enjoy one of Hawaii's greatest assets—outdoor living. This, in turn, should economically benefit the entire area.

2. It would help reduce fatigue, industrial accidents, and increase efficiency with a resultant reduction in costs, thereby help in making Hawaiian products more competitive on the mainland as well as in the world markets.

3. Statistics compiled by the Department of Transportation, Highway Division, State of Hawaii, indicate that the additional evening daylight hour should help reduce traffic accidents, as it has elsewhere, and would permit an even greater percentage of the people to get off the streets and home before dark.

4. The extra hour in the evening will be a further weapon with which Hawaiian authorities can carry on their continuous program to reduce juvenile delinquency.

5. Hawaiian business involving communications with the Pacific coast, the Midwest, and the eastern portions of the United States will be stimulated with resultant favorable reaction on the volume of business done and resultant employment—all of which could mean more revenue to business, wages to employees, and taxes to the government.

In normal times, the Hawaiian Islands maintain a 2-hour differential with the Pacific coast, 4 hours with the Midwest, and 5 hours with the Atlantic coast areas. These time differentials create sufficient difficulties in maintaining communications as they are. Thus when all these mainland areas adopt daylight saving time and the Hawaiian Islands do not, the time differential is increased by 1 hour, and of course there is one less hour during the normal business day when business between the areas involved can be conducted. This results in placing increased hardships on all business interests, manufacturers, agricultural producers and sellers, hotels and tourist groups, bankers, etc.

As Hawaiian businesses expand and make more money they will pay a greater share of the tax load to run the city government and schools, and individual tax bills will be cut, percentage-wise, that amount. If for no other reason, daylight saving time should be adopted in Hawaii for economic reasons. This will benefit not only the business community but also the average citizen.

7. It will help stimulate the availability of live television broadcasts. While the Hawaiian Islands today do not enjoy direct live TV programs, with the development of Telstar and other technical improvements in communication, Hawaii will soon enjoy such live programs—and the expense of obtaining such live programs will be held to a minimum, provided the time differentials are likewise held to a minimum.

The question is, Should Hawaiian business and its economic welfare unnecessarily be penalized? Should Hawaii be out of step with the leading business, financial, and population centers on the mainland, on which it depends so largely? Or should the Hawaiian Islands recognize what other business centers have learned by experience—what they and their people like and want—and get in step?

Today Hawaii is an important State in the Union. It is no longer those distant islands in the Pacific. Its business is related to that of its sister States on the mainland. The fact that the Hawaiian people have tried daylight saving time back in the early thirties and didn't like it should not be a controlling factor. Conditions have changed since 1930.

As an illustration of how public opinion has changed over the last 35 years, the people of California rejected daylight saving time twice, once in 1930 and again in 1940. In 1948, however, by popular vote they adopted daylight saving time by a vote of 1,405,257 to 1,167,846, or a majority of 238,411 votes, and in June 1962, just 3 years ago, with the strong support of every segment of the community, the people of California reaffirmed their approval of daylight saving time and its extension an additional month each year, by a vote of 2,826,050 votes to 1,087,408 votes. In other words, over 72 percent of those who voted were in favor not only of its continuation but of its extension. For a list of the principal groups and organizations which supported this program, see exhibit A.

Over the years, the daylight saving program in California, according to the Argonaut, has been receiving "increased support and endorsement from all

branches of industry, business, labor, and agriculture and, above all, from the people."

The farmers, including the dairymen and the produce farmers, have found that during those years when they experienced daylight saving time unit production continued to increase wherever scientific methods were followed. Several years ago, on this point, S. V. Christerson, president, Major Distributing Co., which is one of the leading produce farmers in the Salinas area of California, wrote, "Daylight saving is, in my opinion, of great benefit to the farmer * * * as it permits more work to be accomplished during daylight hours. Especially during the harvest season, this is of particular importance, as the days are never long enough and work during daylight hours is of special value."

As far as dairy farming is concerned, dairymen pay little attention to the time of day when they milk their cows. On efficient, scientifically operated farms, the cows are milked at regular intervals throughout the 24 hours of the day without any regard to whether it is daylight or not.

Practically all of the major States that are projecting an image of progress and growth have adopted the principle of daylight saving time during the summer months. Most of those who still resist the trend that is sweeping the Nation seem to say, "What was good enough for my grandfather is good enough for me," but today as we look back we know our grandfathers did not have all the answers, any more than we do today.

Regardless of what people may say, daylight saving time is merely a system in which, during the summer months when the sun rises earlier and sets later than in other months, clocks are moved ahead 1 hour. That does not mean that anyone has to lose an hour's sleep, as some have charged. It does mean that you have an hour's additional daylight during the evening—an additional hour for golf, swimming, tennis, picnicking, backyard barbecuing, or whatever other outdoor recreation you enjoy, to do so individually, with your family or with your friends.

Some of those who oppose daylight saving time claim you lose an hour's sleep because the clocks are set ahead 1 hour. As anyone knows, that is not true. A person who ordinarily goes to bed at 10 p.m. has no reason to change, and for one who ordinarily wakes at 6:30 a.m. there is no change either. You have the same amount of sleep as before, but there will have been an hour's more daylight time during your waking hours.

Some people say you cannot put children to bed when it is light outside. Those thousands of mothers who insist that their children take naps during the afternoon will refute this statement because from experience they know this is not true.

Some say that daylight saving time will hurt businesses which cannot start before dark. Reports from other communities which have had daylight saving time for many years indicate that such businesses (mainly outdoor theaters) suffer no ill effects.

The Hawaiian Islands are today a major unit of the United States. They are no longer merely a group of small islands in the Pacific. The Hawaiian Islands' economy is closely related to that of the mainland.

The fundamental issue is, Do the people of Hawaii want to penalize themselves, make the expansion of business and business communications more difficult than they are by geographical necessity, or do they want to enjoy the economic, social, and personal benefits of daylight saving time, keep in step with the march of progress and stimulate their economy by bringing their observance of time into conformity with the other major areas of the United States?

Believing the answer to the last question is yes and that Hawaii has everything to gain and nothing to lose by adopting daylight saving time from the last Sunday in April to the last Sunday in October—thus bringing its observance of time throughout the year into conformity with the progressive and forward-looking regions of the United States, the Hawaiian Committee for Time Uniformity urges that all concerned join together and unitedly takes steps to have the required legislation adopted to bring Hawaiian time differentials throughout the year into conformity with the Atlantic coast, the Midwest and the Pacific coast—in other words, with the other progressive and forward-looking areas within the United States.

EXHIBIT A

CALIFORNIA ADOPTS TIME UNIFORMITY

In June 1962, the people of California, by a majority of 72 percent of those voting amended the California State constitution to reaffirm their approval of daylight saving time, commencing the last Sunday in April and extending the

termination of the observance each year from the last Sunday in September to the last Sunday in October. This brought California's time into conformity with the basic time schedules observed throughout the major Atlantic coast and Mid-western States, which also enjoy the benefits from advancing the clock 1 hour during 6 months of the year.

Among those organizations which supported the program were :

American Marketing Association
 Association of Stock Exchange Firms
 Building Contractors Association of California
 California Aviation Trades Association
 California Bankers Association
 California Broadcasters Association
 California Federation of Labor, AFL-CIO
 California Manufacturers Association
 California Metal Trades Association
 California Railroad Association
 California State Chamber of Commerce
 California State Junior Chamber of Commerce
 Insurance Brokers Exchange of California
 International Longshoremen's & Warehousemen's Union
 Investment Bankers Association of America (California group)
 Pacific Coast Stock Exchange
 Teamsters Union
 Transportation Association of America
 Western Growers Association

Republicans and Democrats backed the proposal and the California Democratic State Central Committee officially endorsed it.

Newspapers throughout the State editorialized about its importance to California's and the Pacific coast's growth, and its relationship with other areas of the United States. So far as it is known, not one single newspaper opposed the amendment to the State constitution.

MAY HOSIERY MILLS,
Nashville, Tenn., February 11, 1966.

Re statement on time legislation.

COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Rayburn Office Building,
Washington, D.C.

DEAR SIRS : If there is to be any legislation on the above matter, I would strongly urge uniform standard time throughout the entire year. Some years ago this subject received the attention of the Tennessee Legislature which wisely and by well-nigh unanimous vote enacted mandatory standard time for the whole year. This has given eminent satisfaction.

It should be noted that many parts of the world have tried a summer change of time. Nearly all of Europe and South America experimented with such change : it was abandoned in all major areas save only England.

In the South, too, several cities tried this alteration in summer. Among other things it was found quite incompatible with the climate : it added another hour of heat along with the light, whereas in all warm climes the cool of the evening is sought as soon as possible.

Those who for special reasons seek a so-called extra hour of sun can nearly always alter their own schedules to attain this without bringing about the complications and confusions that result from summer time changes.

Uniform standard time would as already indicated put us on the proven basis that is just about (after periods of trials of something else) universal.

Sincerely,

MORTIMER MAY.

[Telegram]

NEW YORK, N.Y., *February 7, 1966.*

HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.:

The Association of Stock Exchange Firms, a nationwide trade organization for some 600 member firms of the New York Stock Exchange, urges the enactment of H.R. 6785, the uniform time legislation now before your committee. Our

members are seriously affected by the local variations in daylight saving time observances. Uniform time is essential to the rapid and efficient communications which are an essential element for operating a nationwide securities market.

This association is joined by other securities industry organizations in urging the enactment of this uniform time legislation that is of utmost importance to all American industries.

WILLIAM E. HUTTON,
President, Association of Stock Exchange Firms.

MANUFACTURERS HANOVER TRUST CO.,
New York, N.Y., January 28, 1966.

HON. HARLEY STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.*

DEAR CHAIRMAN STAGGERS: We are writing to you at this time to indicate our strong support of H.R. 6785, H.R. 7867, and H.R. 6481 in which we join with the Committee for Time Uniformity in urging their enactment, thereby eliminating much of the present time confusion.

We publish a world time chart which indicates the time differences between New York City and over 125 countries throughout the world, which is distributed free of charge to the public.

With daylight saving time being a major problem, we send hundreds of letters to the individual States and cities attempting to ascertain whether they will be on standard time or daylight saving time, and often have to follow them up with telegrams and long-distance telephone calls in order to meet the printer's deadline for publication.

In view of the above, you can understand our deep interest in the problem of time uniformity.

Sincerely yours,

RICHARD E. MORGAN,
(Per Procuration).

AMERICAN MUTUAL INSURANCE ALLIANCE,
Chicago, Ill., February 1, 1966.

Re H.R. 6481, H.R. 6785, H.R. 7867.

HON. HARLEY O. STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.*

DEAR MR. STAGGERS: The American Mutual Insurance Alliance would like to take this opportunity to express its interest in the general objectives and purpose of H.R. 6481, H.R. 6785, and H.R. 7867.

The alliance is a trade association composed of approximately 120 member companies which operate in the mutual fire and casualty insurance field and write some 50 percent of such business in the United States.

We believe that a more uniform system of time observance throughout the United States and a uniform switchover date to and from standard time would be beneficial to all segments of the economy.

The uniformity that would result from the enactment of this legislation will contribute to greater safety of operation on the highways and in the air and will eliminate much of the confusion which now exists in time schedules throughout the Nation.

Sincerely,

WALLACE M. SMITH,
Washington, D.C., Branch Office Manager.

AMALGAMATED TRANSIT UNION,
Washington, D.C., February 2, 1966.

HON. HARLEY STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee, House of
Representatives, Washington, D.C.*

DEAR CHAIRMAN STAGGERS: The Amalgamated Transit Union is the dominant union in the local transit and over-the-road industry. Over 100,000 persons are members of the union and employed in the industry.

We are keenly aware of the aggravated problems that flow from the lack of a national policy on time uniformity. We are aware of the confusion caused by the too frequent and otherwise needless schedule changes necessitated by communities going on and off daylight saving time at varying times during the year; we are aware of the confusion of the traveling public, and of business enterprises, created by varying time standards between communities anticipating daylight saving time on varying dates.

The recent 38th convention of our union held in San Francisco, September 13 through 17, 1965, adopted a resolution whose resolve reads as follows:

"Resolved, That this 38th convention of the Amalgamated Transit Union assembled in San Francisco, September 13 through 17, does support the establishment of time uniformity by the national legislature and instructs the officers to seek adoption of such legislation by the House, and the Congress of the United States."

As you see, we deeply appreciate the need for a national policy dealing with time uniformity, particularly as it is expressed in H.R. 6481, 6785, and 7867, now before the House Interstate and Foreign Commerce Committee. We favor the enactment of H.R. 6481, 6785, and 7867, and urge a favorable report by the committee.

Respectfully submitted.

JOHN M. ELLIOTT,
International President.

PACIFIC AMERICAN STEAMSHIP ASSOCIATION,
Washington, D.C., January 27, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: It is our understanding that your committee will hold hearings on February 1, 1966, on various bills—"To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed."

The Pacific American Steamship Association, a trade association representing the principal west coast steamship operators engaged in both passenger and cargo services, wishes to take this opportunity to record our favorable views on the proposed legislation. It is our belief that a uniformity of time standards will benefit the American transportation industry as a whole through the elimination of confusion on the part of passengers in making connections for transoceanic voyages, and shippers in the booking of cargo.

Favorable consideration by your committee on legislation to provide uniform time standards will unquestionably benefit the steamship industry. It is respectfully requested that this letter be included in the hearing record on the pending bills.

Sincerely yours,

JOHN N. THURMAN,
Vice President.

RAILWAY LABOR EXECUTIVES' ASSOCIATION,
Washington, D.C., February 3, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, House Office Building, Washington, D.C.

DEAR CHAIRMAN: The Railway Labor Executives' Association, on behalf of the 22 standard railway labor organizations, representing substantially all of the several classes and crafts of railroad employees in the United States, wishes to be recorded in support of the general objectives of the time uniformity bills (H.R. 6785, Staggers; H.R. 7867, Maedonald; H.R. 6481, Harris, and S. 1404, Cotton, McGee) now under consideration by your committee.

We understand that among the 17 bills under consideration, one of the major differences is whether adoption of daylight saving time by the States should be mandatory or not. We would certainly be in favor of a strong bill but, as the

various witnesses at the hearing yesterday seemed to feel, it may be necessary to adopt a more lenient version in order to gain passage of any bill.

Railway employees, particularly the many thousands whose duties involve regular travel, look forward to relief from the confusion that exists as a result of the multiplicity of standards and the varying dates for the time changeover set by State and local communities. In addition to the difficulties, and sometimes the hazards, which confront railway employees who observe one time in the home and one or more time standards on the job, these employees and their employers are deprived of the benefits which would accrue to them from the use of the substantial sums now expended on needless timetable changes occasioned by the lack of a rational time standard.

We realize that all interested parties will never be completely satisfied with any proposed solution to a problem of this kind. But since S. 1404 does offer a reasonable answer and has already passed the Senate, we can understand how it might be more expeditious to adopt that version of this sorely needed legislation.

Very truly yours,

DONALD S. BEATTIE,
Executive Secretary.

THE METROPOLITAN WASHINGTON BOARD OF TRADE,
Washington, D.C., February 8, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives,
Washington, D.C.*

DEAR MR. STAGGERS: The Metropolitan Washington Board of Trade requests that its support of H.R. 6785, a bill "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time * * *," be noted in the records or hearings of the Committee on Interstate and Foreign Commerce which is currently considering this legislation.

This organization has supported daylight saving time for many years and took a strong stand in urging the Congress to adopt the law which is applicable in the District of Columbia.

We think it would be extremely helpful if the application of daylight saving time laws would be uniform throughout America. Considerable confusion is present every summer between Metropolitan Washington and other quite nearby areas which go on and come off of daylight saving time at different dates than those effective here.

Our support for H.R. 6785 includes H.R. 7867 and H.R. 6481, similar proposals.

Very truly yours,

WILLIAM H. PRESS,
Executive Vice President.

KANSAS CITY, Mo., *September 23, 1965.*

HON. WILLIAM HUNGATE,
*House Office Building,
Washington, D.C.*

DEAR MR. HUNGATE: The Trans-Missouri-Kansas Shipper's Board is composed of representatives of industries in Missouri, Kansas, southwestern Illinois, and northern Arkansas and Oklahoma, that ship or receive their products by railroad.

At the board's regular meeting on September 16 and 17, 1965, consideration was given to S. 1404, which would fix a uniform date for the beginning and ending of daylight saving time wherever it may be adopted.

The present lack of uniformity in starting and ending dates complicates the operations and scheduling of the transportation industry, and confuses the shipper and the traveler.

The board feels that uniformity in dates would be of definite benefit to the economy of the country, and accordingly urges your approval of this bill, which we understand is now in the hands of the House Interstate and Foreign Commerce Committee.

Yours very truly,

TRANS-MISSOURI-KANSAS SHIPPERS' BOARD,
N. R. WARMACK, *General Chairman.*

YUBA, WIS., May 20, 1965.

HON. OREN HARRIS,
Chairman, House Committee on Interstate and Foreign Commerce, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reference to the House hearing on bill H.R. 2424. I respectfully request this opportunity to submit this statement and views concerning these time bills. I support bill H.R. 2424 and am in opposition to H.R. 76, 3385, and 1581. I think we should go back to the good old standard time and, in so doing, do away with all this hardship and confusion, and urge you to approve legislation that puts the time where it should have been left.

I respectfully request this letter be made a part of the record when the hearing committee convenes.

Sincerely,

ALBERT JANSKY.

KENOSHA, WIS., May 27, 1965.

Subject: Support of H.R. 2424 and H.R. 5055.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce.

DEAR SIR: It is an impossibility for me to attend hearings on the various time bills that are coming up for legislation, so I would appreciate it very much if my testimony were entered as record in support of H.R. 2424 and H.R. 5055 with opposition to H.R. 76, H.R. 3385, and H.R. 1581.

Mrs. VERA GOLL.

ST. PAUL, MINN., February 2, 1966.

CHAIRMAN OF THE HOUSE INTERSTATE AND FOREIGN COMMERCE COMMITTEE,
House of Representatives, Washington D.C.

DEAR SIR: Since you are holding hearings on establishing uniform summer time (d.s.t.) dates, I wish to voice my opposition to this Federal control. Though I have written to my Representative, Joseph Karth, I know he has appeared before your committee in favor of uniform dates.

The difficulty in Minnesota has partially arisen by the lack of enforcement of State laws by a former State attorney, Senator Mondale, whom I have high regard for in other matters he has done or attempted to do at the State and now National level; the present State attorney; county attorney along the eastern part of Minnesota; and my own county attorney who received a written request from me to enforce the law this past spring. Business representatives in St. Paul sought longer d.s.t. periods in St. Paul through charter change regardless of what the other suburbs would do or want. This action by business definitely showed no respect for individuals in the metropolitan area of St. Paul.

There is also the question of citizen support for a longer (if any at all) d.s.t. in Minnesota. One way to answer this (by incorporating it in the Federal law) is to require any law passed by any State legislature to be approved by a majority of the voters at the next general election in order for it to become effective. Approval by the voters would eliminate some criticism by either urban or rural individuals that the State legislature is dominated by one of these two groups. It would protect the individuals who haven't the collective power and money to wage an anti-d.s.t. lobby program at the State legislature. Another aspect that should be included would be that the entire State must be on regular or summer time, in other words no city or metropolitan area can have a longer or shorter period of d.s.t. unless approved by a majority of the voters in the State at the next general election.

Again may I voice opposition to Federal control on d.s.t.? I feel 3 months is adequate, if not too much, but if Federal legislation must come, I hope it will have the requirements given above.

Thank you,

DONALD A. REEVE.

P.S.—If business reasons so important why not make one or two time zones in the United States from coast to coast and forget about the people?

CITIZENS FOR STANDARD TIME,
Murphysboro, Ill., February 6, 1966.

HON. HARLEY O. STAGGERS,

Chairman, House Committee on Interstate and Foreign Commerce, House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Citizens for Standard Time wish to submit this statement in opposition to the several bills before this committee that would allow the continued observance of daylight saving time in any State or its subdivisions or the establishment of subzones. While some of these bills will tend to eliminate some of the confusion by establishing the same effective and termination daylight saving times dates for all, they will not resolve the problem. We will still have daylight saving time with us and the semiannual nuisance of setting and resetting timepieces when traveling, confusion in planning, communications, and the mixup of TV and radio programing. We vigorously support the enactment of H.R. 2424.

About 14 years ago a group of citizens headed by a medical doctor, insurance executive, railroad telegrapher, farm organization leaders and others met in Washington to discuss legislation to strengthen the Standard Time Act and restore standard time to the Nation for the entire year. Mr. C. W. Thompson, of Dover, N.H., headed the movement to inform the public of the proposed legislation, via letters to editors of papers and magazines and offering copies of the bill introduced by Hon. Joseph P. O'Hara of Minnesota. Mr. O'Hara retired from Congress due to ill health and Mr. Staggers introduced a similar bill in the 86th Congress for us. Requests for approximately 9,000 copies of petitions and supporting materials were mailed to various parts of the United States. These petitions were filed by volunteer workers from several States and each petition contained over 75 to several hundred names. I have in my files a list of over 1,100 names of those circulating these petitions, many more were added as this movement progressed. Mr. Staggers reintroduced his bill in the 87th Congress cosponsored by Representatives Morgan M. Moulder of Missouri, and Melvin Price of Illinois. Thousands of names were forwarded to Mr. Staggers as well as other Representatives in support of this bill and many letters and petitions were forwarded to Mr. Harris requesting that a hearing be scheduled to expedite enactment of this legislation.

Mr. Staggers stated at the hearing in 1964 that he had received more mail on this one thing than all the other bills put together from all over the United States, trying to get some order out of the confusion that exists in those States. In the 88th Congress, Representatives Gray and Price introduced standard time bills for us starting another flow of petitions and supporting materials to Members of Congress, including the chairman of this committee. Mr. Gray stated in his testimony at the 1964 hearing that he had received many petitions containing thousands of signatures and letters from all over the Nation strongly urging Congress to amend the present Standard Time Act to provide a standard time throughout the United States, many of these petitions went to other Members of Congress. I succeeded Mr. Thompson as national chairman after he passed away in December 1961. Unfortunately I was unable to obtain Mr. Thompson's files, but I was informed it contained many thousands of news items published for him, letters from all over the Nation pleading for him to use all means possible to prevail on Congress for enactment of standard time legislation, his files also included a list of those circulating petitions that far exceeded my list. Since 1961 I have secured hundreds upon hundreds of signatures, 386 of them were from a department store in St. Louis, out of all the railroad employees and farmers canvassed not one refused to sign the petitions, from the canvass I made less than 2 percent favored daylight time from all walks of life, word from those circulating petitions in other States say the same. The past 5 years hundreds of newspapers and other publications have published articles for me on this controversial issue, I have appeared on many radio and TV broadcasts to inform the people of this proposed legislation, this brought another flood of letters, phone calls and wires pleading for restoration of standard time. Representatives Gray, Price, and Shipley have favored us with the introduction of their bills, H.R. 2424, 5055, and 10573 in this 89th Congress, currently, petitions and other supporting materials are in motion for passage of these bills.

We pray that this committee and the Congress will recognize these signatures as citizens and not as mere names.

I have thousands of personal letters in my files from professional and business people, farmers, working people, schoolteachers and faculty members, industries pleading for the return of standard time.

I've been closely associated with farmers all my life, and have owned and operated farms and have never experienced in the fields of agriculture where farmers only worked a few days or weeks during the summer, nor do I know of any city workers that work 6 and 7 days a week as stated in the 1964 hearing. Generally most farmers work from sunup to sundown, and around the clock in shifts in many instances. It was stated at the 1964 hearing that the Committee for Time Uniformity had the endorsement for their proposed legislation (legislation that does not provide for restoration of standard time) the following organizations, National Grange, National Council of Farmers Cooperatives, National Association of Broadcasters, American Farm Bureau Federation and the Railway Labor Executives Association, that could very well be, but it most certainly does not reflect the views of those on the job, the dues paying members, generally, State and county farm bureau organizations have resolutions supporting standard time, also the Grange, many members of these organizations are supporting Citizens for Standard Time. None of the broadcasters that I have interviewed favor daylight time. I hold membership in an organization affiliated with the Railway Labor Executives Association, and have worked with and associated with them for over a half century, I do know this, not one of them that I have met or known want any part of advanced time or its supplement.

I am a retired locomotive engineer with over 52 years in the cab of a locomotive, 47 of those years brought me within the scope of daylight saving time, the necessity of the two clocks system, and unable to participate in community activities, civic and social functions, or other related activities with my family.

My run the greater portion of those years was between terminals in three States; two of these States observed daylight time in a patchwork design, one on standard time. Train employees are generally more time conscious than most citizens, but there were many times I was completely mixed up with the clocks, usually 1 hour late or 1 hour ahead of time when off duty. My last 10 years on the rail were in passenger service. During that time I have witnessed much confusion among the travelers, either 1 hour early or 1 hour late—and some did not make it or their connections. My conductor was always in a hassle with his passengers with the time, especially the cross country traveler; they were always bewildered with the possibility of missing their connections at interchange points—and often they did—laying over as much as 24 hours at their own expense. The foreign traveler could not understand the folly of setting and resetting their timepieces. I have often wondered just what their opinions may have been of the United States as a timekeeper.

Standard time will eliminate confusion and delay at the information desks and ticket offices in all the bus, railroad, and airline depots explaining departure and arrival time and interline connections, these employees are constantly in a hassle at the ticket window and over the phone in an exhaustive effort trying to help the confused traveler, several ticket clerks call me often inquiring when this foolish time will be abolished.

Daylight saving time is not getting any quieter, various things keep happening to cause more confusion and misunderstanding, some States are trying to advance the clocks from the last Sunday in February to the last Sunday in November while some are in the process of extending daylight time the year round, some cities now have year round daylight time adding more confusion, some went back to standard time.

Before the adoption of U.S. standard time zones in 1883, many cities and towns ignored the railroad clocks and adopted sun time. But this was far from being accurate, even in small areas. For the sun time varied 1 second for every 1,140 feet of longitude. Thus, the watch of a person standing on one end of the Brooklyn Bridge would differ by 5 seconds from that of a person on the other end.

Although those who had watches were constantly setting them, no one seemed interested enough in the time muddle to take steps to remedy it, with the exception of one man. He was Charles F. Dowd, a Yale graduate and a principal of a female seminary in Saratoga, N.Y. Dr. Dowd's orderly mind rebelled at such unnecessary chaos and he began looking for a solution to end the dilemma.

It took Mr. Dowd less than a year to work out a basic formula which would straighten out the snarled skeins of time. But it took 13 lonely, discouraging

years to convince an apathetic public and indifferent railroad officials they should give it a try.

Professor Dowd first tried to work out a uniform U.S. time system similar to Greenwich time of the British Isles, but the greater distance in this country made it impractical.

After months of trial and error, he worked out a method of hourly divisions. His plans called for the establishment of four geographical zones in the United States, each 15° of longitude in width. Each zone would observe a uniform time, but the time would vary exactly 1 hour from zone to zone.

Today we refer to these zones as eastern, central, mountain and Pacific. By 1870, Dowd was ready to present his 107-page pamphlet at a railroad trunk line convention. He presumed railroad executives would be interested because they were under constant verbal fire for frequent mistakes in making out complicated time schedules. Then, too, Dowd pitied railway passengers who were perennially confused by inconsistent time differences. For example, imagine the bewilderment of a traveler who had just arrived in Buffalo, N.Y., from Portland, Maine. If it was noon by the New York Central clock, then on the opposite wall, the Lakeshore Railroad's hands would have read 11:25 a.m. But Dowd continued his fight to keep the issue alive. He penned a stream of letters to prominent citizens and railroad officials and wrote articles and pamphlets on the subject. He badgered editors into discussing his time reform in their columns. Over the years, and at his own expense, he traveled thousands of miles to attend railroad conventions and never missed a chance to beat the drums for his plan. By 1883, Professor Dowd's battle was won. Delegates to the railroad association's meeting in Chicago pledged their officials to run all trains "by the standards agreed upon (Dowd's plan) * * * and to adopt same at 12 o'clock noon, Sunday, November 18."

There were some caustic editorial comments in newspapers, dramatic denunciations from the pulpit, even dire predictions of certain disaster. Some persons who previously cared not a whit about time controversy suddenly began protesting, companies conducted polls among employees, newspapers ran feature articles on the coming event. One, in St. Louis, facetiously commented that standard time would make little difference in cities like North Platte or Dodge—except to a man about to be hanged. The mayor of Bangor, Maine, refused to recognize the new time on grounds it was unconstitutional, he also threatened to have the police stop the church bells from tolling the news when the time change took effect. He did not go to that extreme, but standard versus sun time became a hot political issue in Bangor. The Reverend Thomas Watson dramatically pounded his watch in his Tennessee pulpit as he accused the Louisville & Nashville Railroad of "trying to interfere with the sun."

Five days before the new time system went into effect, the U.S. Attorney General warned all governmental departments to ignore it until approved by Congress. When that November Sunday ended, the prophets of disaster were sheepish. The railroads had made careful preparations for the changecover, there was not a single wreck—not even a minor accident. But human nature being what it is, many travelers dashed madly to the stations to find themselves with an hour or more to kill. Others, among them including the U.S. Attorney General, missed their trains. While most cities and towns quickly followed the railroads in adopting standard time, some did not give in gracefully. Those on the borderlines of two time zones bickered for many months in some instances before deciding on which one they would adopt. Some others, in sheer stubbornness, refused to make any time adjustment at all. The Indianapolis Sentinel spoke for the dissenters: The sun is no longer boss of the job. People—55 million of them must eat, sleep and work by this new railroad time; the planets must make their circuits by such timetables as railroad magnates arrange. Ironically, Dr. Dowd did not live to see standard time legally accepted by the U.S. Government, in 1904 he was fatally injured beneath the wheels of a train at a Saratoga railroad crossing. It was not until March 19, 1918, that Congress got around to officially approving a system that had been in effect for 35 years.

From the time the Pilgrims landed on the shores of America, December 21, 1620, and up to the present time—345 years—this country has only lived 35 years peacefully with the sun and clocks, without confusion, the nuisance of setting and resetting timepieces, plus the hardships experienced in traveling and planning (as before Dr. Dowd's time), and the waste of millions of dollars each year with the needless drain on our economy. As one minister stated "it doesn't speak too well for our state of advanced civilization."

The parade of witnesses appearing before the Senate Commerce Committee hearing April 29 and 30, 1963, and those before the House subcommittee June 18 and August 4, 1964, brought out specifically the facts and numerous figures that daylight saving is costing the Nation in transportation industry. One witness, a Mr. P. M. Roeper gave an excellent analysis in his testimony before both committees and pointed out that H.R. 2335 and H.R. 2532, in the 88th Congress would result in the maximum uniformity, and these bills would carry an even greater economic benefit to the railroads than the \$2 million developed in his testimony, this would also apply to all other methods of transportation as well, with the possibility of more millions saved. All these added costs are passed on to the consumer. We have millions here in the United States living in a state of abject poverty while each year we are wasting millions of dollars to provide more time for golf and other leisure-time pursuits, with the current 40-hour week and the possibility of a 30- or 35-hour week in the future with more paid holidays and longer vacations does not warrant this needless waste. We now have some working on a 25-hour week. The bills that have the endorsement of the proponents of daylight saving time before this committee may tend to reduce a small part of this waste, but we will still have daylight saving time to contend with, we will still have schoolchildren standing along the Nation's streets and highways waiting for the schoolbus in the darkness, those living back from the bus stops fumbling their way to bus stops in complete darkness. The thorn that is causing so much confusion and added costs should be completely eliminated—and our Nation will still be divided between standard time and daylight time if any of these bills become a law. The only sensible way to establish order out of the current time chaos across the Nation would be the restoration of standard time by enactment of H.R. 2424.

The ICC estimates that 110 million live under daylight time, but that most certainly does not indicate that all of them prefer it, we estimate that a vast majority prefer to live under standard time—a national referendum would soon settle this controversial issue.

Adding all the millions of dollars that daylight time has cost the Nation's economy for 47 years, we have quite a sizable sum invested that could exceed a billion dollars just for that extra hour of daylight. Therefore, we strongly support and urge enactment of H.R. 2424 and vigorously oppose any legislation that allows the observance of daylight saving time or the establishment of subzones as our contentions are that the use of either or both will only result in chaos.

We respectfully request that this statement be included in the record of the hearing.

Sincerely,

H. H. HORNER,
National Chairman.

(Whereupon, at 11:58 a.m., the hearing was adjourned.)



LEGISLATIVE HISTORY

Public Law 89-387
S. 1404

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Index and summary of S. 1404	.1
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INDEX AND SUMMARY OF S. 1404

Mar.	8, 1965	Sen. Cotton introduced and discussed S. 1404 which was referred to Senate Commerce Committee. Print of bill and remarks of author.
Mar.	25, 1965	Rep. Staggers introduced H. R. 6785 which was referred to Interstate and Foreign Commerce Committee.
June	1, 1965	Senate committee reported S. 1404 with amendments. S. Report 268. Print of bill and report.
June	3, 1965	Senate passed S. 1404 as reported.
June	7, 1965	S. 1404 was referred to House Interstate and Foreign Commerce Committee.
Mar.	8, 1966	House committee voted to report H. R. 6785 with amendment.
Mar.	10, 1966	House committee reported H. R. 6785 with amendments. H. Report 1315. Print of bill and report.
Mar.	15, 1966	House Rules Committee reported resolution for consideration of H. R. 6785. H. Res. 775, H. Rept. 1326. Print of resolution and report.
Mar.	16, 1966	House passed S. 1404 with amendment (after substituting language of H. R. 6785). H. R. 6785 was tabled due to passage of S. 1404.
Mar.	22, 1966	Senate concurred in House amendment to S. 1404 with an amendment.
Mar.	23, 1966	House conferees were appointed on S. 1404.
Mar.	25, 1966	Senate conferees were appointed on S. 1404.
Mar.	29, 1966	Both Houses received and Senate agreed to conference report on S. 1404. H. Report 1385. Print of report.
Mar.	30, 1966	House agreed to conference report.
April	13, 1966	Approved: Public Law 89-387.

Hearing: S. committee on S. 1404;
H. committee on H. R. 76, et al.

DIGEST OF PUBLIC LAW 89-387

UNIFORM TIME ACT OF 1966. Establishes uniform dates throughout the U. S. for the commencing and ending of daylight saving time. Provides that beginning at 2 AM on the last Sunday of April of each year and ending at 2 AM on the last Sunday of April of each year and ending at 2 AM on the last Sunday of October the standard time of each zone in the U. S. shall be advanced one hour; except that any State may by law exempt itself but only if the law exempts the entire State. Establishes eight instead of five time zones for the U. S.

89TH CONGRESS
1ST SESSION

S. 1404

IN THE SENATE OF THE UNITED STATES

MARCH 8, 1965

MR. COTTON (for himself and Mr. McGEE) introduced the following bill; which
was read twice and referred to the Committee on Commerce

A BILL

To establish uniform dates throughout the United States for the
commencing and ending of daylight saving time in those
States and local jurisdictions where it is observed, and for
other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Uniform Time Act of
4 1965."

5 SEC. 2. It is the policy of the United States to promote
6 the adoption and observance of uniform time within the
7 standard time zones prescribed by the Act entitled "An Act
8 to save daylight and to provide standard time for the
9 United States," approved March 19, 1918 (40 Stat. 450),

1 and the Act entitled "An Act to transfer the Panhandle and
2 Plains section of Texas and Oklahoma to the United States
3 standard central time zone," approved March 4, 1921 (41
4 Stat. 1446). To this end the Interstate Commerce Commis-
5 sion is authorized and directed to foster and promote wide-
6 spread and uniform adoption and observance of the same
7 standards of time within and throughout each standard time
8 zone as prescribed by such Acts.

9 SEC. 3. (a) Whenever any State or political subdivision
10 thereof or the District of Columbia adopts daylight saving
11 time, such time shall commence at 2 o'clock antemeridian on
12 the last Sunday in April and shall end at 2 o'clock ante-
13 meridian on the last Sunday in October and shall advance
14 the standard time otherwise applicable by one hour.

15 (b) It is hereby declared that it is the express intent
16 of Congress by this section to supersede any and all laws
17 of the States or political subdivisions thereof insofar as
18 they may now or hereafter provide for advances in time or
19 changeover dates different from those specified herein.

20 (c) For any violation of the provisions of this section
21 the Interstate Commerce Commission or its duly authorized
22 agent may apply to the district court of the United States in
23 which such violation occurs for the enforcement of this
24 section; and such court shall have jurisdiction to enforce
25 obedience thereto by writ of injunction or by other process,

1 mandatory or otherwise, restraining against further viola-
2 tions of this section and enjoining obedience thereto.

3 SEC. 4. Notwithstanding the provisions of section 2 of
4 the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262) ,
5 whenever any State or political subdivision thereof or the
6 District of Columbia adopts daylight saving time consistent
7 with the provisions of section 3 hereof, in all statutes, orders,
8 rules, and regulations relating to the time of performance
9 of any act by any officer or department of the United States,
10 whether in the legislative, executive, or judicial branches of
11 the Government, or relating to the time within which any
12 rights shall accrue or determine, or within which any act
13 shall or shall not be performed by any person subject to the
14 jurisdiction of the United States, it shall be understood and
15 intended that such time during such period shall be said
16 daylight saving time, and such time shall be the exclusive
17 time within such State or political subdivision for the transac-
18 tion of all public business by any department, agency, or
19 court of the United States, or by any officer, agent, employee,
20 or representative of any such department, agency, or court.

21 SEC. 5. (a) The first section of the Act entitled "An
22 Act to save daylight and to provide standard time for the
23 United States" approved March 19, 1918, as amended (40
24 Stat. 450; 15 U.S.C. 261) , is amended to read as follows:

25 "That for the purpose of establishing the standard time

1 of the United States, the territory of the United States shall
2 be divided into eight zones in the manner provided in this
3 section. The standard time of the first zone shall be based
4 on the mean solar time of the sixtieth degree of longitude
5 west from Greenwich; that of the second zone on the seventy-
6 fifth degree of longitude; that of the third zone on the nine-
7 tieth degree; that of the fourth zone on the one hundred and
8 fifth degree; that of the fifth zone on the one hundred and
9 twentieth degree; that of the sixth zone on the one hundred
10 and thirty-fifth degree; that of the seventh zone on the one
11 hundred and fiftieth degree; and that of the eighth zone on
12 the one hundred and sixty-fifth degree. The limits of each
13 zone shall be defined by an order of the Interstate Commerce
14 Commission, having regard for the convenience of com-
15 merce and the existing junction points and division points of
16 common carriers engaged in commerce between the several
17 States and with foreign nations, and such order may be modi-
18 fied from time to time.”

19 (b) Section 4 of such Act (40 Stat. 451; 15 U.S.C.
20 263) is amended to read as follows:

21 “SEC. 4. The standard time of the first zone shall be
22 known and designated as ‘Atlantic standard time’; that of the
23 second zone shall be known and designated as ‘Eastern stand-
24 ard time’; that of the third zone shall be known and desig-
25 nated as ‘Central standard time’; that of the fourth zone shall

1 be known and designated as 'Mountain standard time'; that
2 of the fifth zone shall be known and designated as 'Pacific
3 standard time'; that of the sixth zone shall be known and des-
4 ignated as 'Yukon standard time'; that of the seventh zone
5 shall be known and designated as 'Alaska-Hawaii standard
6 time'; and that of the eighth zone shall be known and desig-
7 nated as 'Bering standard time.'''

8 SEC. 6. The Administrative Procedure Act (5 U.S.C.
9 1000-1011) shall apply to all proceedings under this Act,
10 the Act entitled "An Act to save daylight and to provide
11 standard time for the United States," approved March 19,
12 1918, as amended, and the Act entitled "An Act to transfer
13 the Panhandle and Plains section of Texas and Oklahoma to
14 the United States standard central time zone," approved
15 March 4, 1921.

16 SEC. 7. This Act shall take effect January 1, 1966.

A BILL

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

By Mr. COTTON and Mr. MCGEE

MARCH 8, 1965

Read twice and referred to the Committee on
Commerce

By Mr. SMATHERS:

S. 1414. A bill to amend title II of the Social Security Act so as to provide that an individual shall not be deprived of monthly insurance benefits thereunder solely because of marriage or remarriage, if such marriage or remarriage occurs after such individual attains age 55; and

S. 1415. A bill to establish and prescribe the functions of the Federal Tax Commission; to the Committee on Finance.

S. 1416. A bill to amend the National Labor Relations Act so as to prohibit discrimination in employment because of age; to the Committee on Labor and Public Welfare.

(See the remarks of Mr. SMATHERS when he introduced the above-mentioned bills, which appear under separate headings.)

By Mr. JAVITS:

S. 1417. A bill for the relief of Joseph Zuzich;

S. 1418. A bill for the relief of Attilio Zupicich;

S. 1419. A bill for the relief of Miro Vulin;

S. 1420. A bill for the relief of Peter Vuckovic;

S. 1421. A bill for the relief of Josip Valjin;

S. 1422. A bill for the relief of Mirko Svorcina;

S. 1423. A bill for the relief of Vladimir Strucic;

S. 1424. A bill for the relief of Giovanni Stroligo;

S. 1425. A bill for the relief of Marko Spaleta;

S. 1426. A bill for the relief of Ante Spaleta;

S. 1427. A bill for the relief of Stefano Sovich;

S. 1428. A bill for the relief of Sime Radman;

S. 1429. A bill for the relief of Aloiz Radjkovic;

S. 1430. A bill for the relief of Jakov Pijaca;

S. 1431. A bill for the relief of Giovanni Pezzulich;

S. 1432. A bill for the relief of Svetko Petric;

S. 1433. A bill for the relief of Kazimir Perkovic;

S. 1434. A bill for the relief of Marko Pavlovic;

S. 1435. A bill for the relief of Andjelko Pavlovic;

S. 1436. A bill for the relief of Sime Matasic;

S. 1437. A bill for the relief of Sime Martinovich;

S. 1438. A bill for the relief of Svetko Marfat;

S. 1439. A bill for the relief of Ivan Marfat;

S. 1440. A bill for the relief of Ivan Latkovic;

S. 1441. A bill for the relief of Dragan Kuric;

S. 1442. A bill for the relief of Jure Klaric;

S. 1443. A bill for the relief of Sime Kvanov;

S. 1444. A bill for the relief of Sime Grancaric; and

S. 1445. A bill for the relief of Nikolo Grancaric; to the Committee on the Judiciary.

(See the remarks of Mr. JAVITS when he introduced the above bills, which appear under a separate heading.)

By Mr. CHURCH (for himself and Mr. JACKSON):

S. 1446. A bill to reserve certain public lands for a National Wild Rivers System, to provide a procedure for adding additional public lands and other lands to the System, and for other purposes; to the Committee on Interior and Insular Affairs.

(See the remarks of Mr. CHURCH when he introduced the above bill, which appear under a separate heading.)

By Mr. DOMINICK:

S. 1447. A bill to amend the Internal Revenue Code of 1954 to provide for the gradual reduction and eventual elimination of the tax on general telephone service; to the Committee on Finance.

(See the remarks of Mr. DOMINICK when he introduced the above bill, which appear under a separate heading.)

By Mr. SALTONSTALL (for himself, Mr. DODD, Mr. KENNEDY of Massachusetts, and Mr. RIBICOFF):

S. 1448. A bill to amend the Antidumping Act, 1921, in order to provide that the foreign market value of imported firearms and ammunition which have been disposed of as surplus by a foreign government shall, for the purposes of such Act, be not less than the constructed value of the merchandise; to the Committee on Finance.

(See the remarks of Mr. SALTONSTALL when he introduced the above bill, which appear under a separate heading.)

By Mr. HOLLAND:

S. 1449. A bill for the relief of Dr. Enrique Ramon Ducassi; to the Committee on the Judiciary.

By Mr. McGEE (for himself and Mr. SIMPSON):

S. 1450. A bill for the relief of Robert L. Miller and Mildred M. Miller; to the Committee on the Judiciary.

By Mr. JACKSON:

S. 1451. A bill for the relief of Jovan D. Cubrilo, his wife, Melanita Cubrilo, and his daughter, Bojana Cubrilo; and

S. 1452. A bill to incorporate the Senior Reserve Commanders Association, U.S. Army Reserve; to the Committee on the Judiciary.

By Mr. HARTKE:

S. 1453. A bill to change the name of the Cannelton Locks and Dam in the State of Indiana to the Winfield K. Denton Locks and Dam; to the Committee on Public Works.

(See the remarks of Mr. HARTKE when he introduced the above bill, which appear under a separate heading.)

S. 1454. A bill for the relief of Giuseppe Stracquadanio; and

S. 1455. A bill for the relief of Parasram Manwani, Dewki Manwani, Ram Manwani, and Asha Manwani; to the Committee on the Judiciary.

CONCURRENT RESOLUTION TO EXPRESS THE SENSE OF CONGRESS THAT THE STATE OF NEW YORK SHOULD RAISE ITS LEGAL DRINKING AGE TO 21

Mr. CASE (for himself and Mr. RIBICOFF) submitted a concurrent resolution (S. Con. Res. 24) to express the sense of Congress that the State of New York should raise its legal drinking age to 21, which was referred to the Committee on the Judiciary.

(See the above concurrent resolution printed in full when submitted by Mr. CASE, which appears under a separate heading.)

RESOLUTION ASSIGNMENT OF SENATORS METCALF AND MONTOYA TO COMMITTEE ON GOVERNMENT OPERATIONS

Mr. MANSFIELD submitted a resolution (S. Res. 85) assigning Senators METCALF and MONTOYA to the Committee on Government Operations, which was considered and agreed to.

(See the above resolution printed in full when submitted by Mr. MANSFIELD,

which appears under a separate heading.)

AMENDMENT OF SOCIAL SECURITY ACT TO PROVIDE COST-OF-LIVING INCREASES IN BENEFITS

Mr. MILLER. Mr. President, I introduce, for appropriate reference, a bill to amend the Social Security Act to provide cost-of-living increases in benefits similar to the formula of the Civil Service Retirement and Disability Act.

I ask unanimous consent that the bill be printed in the RECORD and that it may lie at the desk until next Monday to permit cosponsorship by other Senators.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD and held at the desk, as requested by the Senator from Iowa.

The bill (S. 1399) to amend title II of the Social Security Act to provide cost-of-living increases in the insurance benefits payable thereunder, introduced by Mr. MILLER, was received, read twice by its title, referred to the Committee on Finance, and ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That Section 202 of the Social Security Act is amended by adding at the end thereof the following new subsection:

"COST-OF-LIVING INCREASE IN BENEFITS

"(v) (1) (A) For purposes of this subsection—

"(1) the term 'price index' means the annual average over a calendar year of the Consumer Price Index (all items—United States city average) published monthly by the Bureau of Labor Statistics; and

"(ii) the term 'base period' means the calendar year 1958.

"(B) For purposes of determining under this subsection the per centum of increase (if any) of the price index for any year over the price index for the base period, the price index for the base period shall be regarded as 100 per centum.

"(2) As soon after January 1, 1965, and as soon after January 1 of each succeeding year as there becomes available necessary data from the Bureau of Labor Statistics of the Department of Labor, the Secretary shall determine the per centum of increase (if any) in the price index for the calendar year ending with the close of the preceding December over the price index for the base period. For each full 3 per centum of increase occurring in the price index for the latest calendar year with respect to which a determination is made in accordance with this paragraph over the price index for the base period, there shall be made, in accordance with the succeeding provisions of this subsection, an increase of 3 per centum in the monthly insurance benefits payable under this title.

"(3) Increases in such insurance benefits shall be effective for benefits payable with respect to months in the one-year period commencing with April of the year in which the most recent determination pursuant to paragraph (2) is made and ending with the close of the following March.

"(4) In determining the amount of any individual's monthly insurance benefit for purposes of applying the provisions of Section 203(a) (relating to reductions of benefits when necessary to prevent certain maximum benefits from being exceeded), amounts payable by reason of this subsection shall

not be regarded as part of the monthly benefit of such individual.

"(5) Any increase to be made in the monthly benefits payable to or with respect to any individual shall be applied after all other provisions of this title relating to the amount of such benefit have been applied. If the amount of any increase payable by reason of the provisions of this subsection is not a multiple of \$0.10, it shall be reduced to the next lower multiple of \$0.10."

Sec. 2. In addition to all sums authorized under other provisions of law to be appropriated to the Federal old-age and survivors insurance trust fund and the Federal disability insurance trust fund, there are hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to each of the aforementioned funds, for the fiscal year ending June 30, 1966, and for each fiscal year thereafter, such sums as may be necessary to place each of such funds in the same financial position as that which it would have occupied if the preceding section of this Act had not been enacted.

Mr. MILLER. Mr. President, the bill proposes to establish a base period of 1958, and whenever there is a 3 percent increase in the consumer retail price index, the benefits shall increase 3 percent. The increase in the index since 1958 has been more than 7 percent, so a 6-percent increase would be effective at once.

My bill also provides that the increased cost of these benefits shall come from the general revenue fund and not as a further drain on the social security fund, which now has \$320 billion in unfunded liabilities.

For some time, I have been concerned over this problem. The social tragedy of inflation—and this is what my proposed bill is designed to counteract—is that those who are hurt most are the ones least able to bear it. It strikes most deeply at older people who are living on their savings, insurance and pensions, and are helpless in the face of the continued increase in the cost of living.

Inflation, despite contrary words from official and unofficial experts and pundits, is measured by the amount of increase in the consumer retail price index, and not by the wholesale price index. During the last 4 years, the consumer retail price index has gone up from 214.6 to 225.

This, of course, means that the purchasing power of the dollar has gone down. Back in 1939, the dollar had a purchasing power of 100 cents. By December of 1960, this had fallen to 46.6 cents. Today, it is down to 44.4 cents.

Congress has not been entirely unmindful of the impact of inflation on social security pensions and has periodically increased them. But there has usually been a time lag of several years during which the pensioners have suffered from a drop in their purchasing power.

It may be recalled that many of us in Congress favored an increase in social security pensions last year. But, even if that increase had been enacted, it would not have restored the purchasing power which has been lost—just since 1958.

In this connection, I ask unanimous consent to have printed at this point in

the RECORD a table and an explanatory note which illustrate the problem.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

Year	Annual pension	Purchasing power of dollar compared to 1939 dollar worth 100 cents	Real value of pension
		Cents	
1940-----	\$499.20	99.2	\$495.20
1950-----	870.00	57.8	502.86
1952-----	930.00	52.3	486.39
1954-----	1,062.00	51.7	549.05
1958-----	1,140.00	48.1	548.34
1964-----	1,140.00	44.8	510.72
1965 ¹ -----	1,219.80	44.4	541.59

¹ Proposed by administration, 7-percent increase.

(The annual pension is shown for a worker having a \$3,000 annual income base, single at retirement, and fully covered, commencing with 1940, the first year social security pensions were paid, and for each year in which Congress has enacted an increase; also for 1964. The 1965 proposed pension represents a flat 7-percent increase being proposed by the administration.)

Mr. MILLER. Mr. President, in the Federal Employees Salary Act of 1962, Congress decided to do something about the situation insofar as retired Civil Service employees are concerned. Section 1102 of that act now provides for an automatic increase in Civil Service retirement pensions when there has been an increase of 3 percent or more in the consumer retail price index.

There is much to be said for the fairness of such a change in the law. After all, if a majority of the Members of Congress persist in deficit spending, why should not the Congress provide for an automatic offset against the hardship the resulting inflation brings on?

I can see no reason why the equity worked in the 1962 act should not be extended to our social security pensioners. Most of them rely principally on their pension, and an automatic increase in these pensions to offset the loss in purchasing power due to inflation would avoid much hardship which is not of their own making.

UNIFORM TIME LEGISLATION NEEDED TO END CLOCK CONFUSION

Mr. COTTON. Mr. President, on April 25 some 100 million Americans will advance their clocks 1 hour, go on daylight saving time, and leave behind them some 90 million Americans who will either remain on standard time all year, or move to daylight saving time on a later date.

Thus will begin our annual period of scrambled time and clock confusion—one of the greatest public inconveniences in the Nation.

This annual time scramble complicates the operations and the scheduling of the transportation industry. It confounds the television viewer, bewilders the vacationing traveler, and aggravates the businessman. A flood of missed appointments, and late arrivals, plagues many Americans.

The dimensions of the problem are easily sketched. Fifteen States observe daylight saving time on a statewide basis, and they all switch over on the last Sunday in April. But daylight saving time is observed in part of 16 other States whose clocks are advanced on 11 different dates. When fall comes, the switch back to standard time takes place on a score of different dates, ranging from August through October.

In Iowa, for instance, in 1964 there were 23 different combinations of dates on which community areas shifted to and from daylight time. In Central City, Iowa, you went to bed on standard time and got up by daylight time. In Hopkinton, Iowa, banks opened on daylight time and closed by standard time.

In Virginia, bus schedules must be revised and reprinted four times in 6 months, each year. Bus and train schedules between Chicago and Minneapolis must be revised and reprinted at least five times a year to keep up with the time changes. Testimony before our Senate Commerce Committee put the cost of this aspect of time confusion at more than \$1 million a year, just for the printing of revised timetables and schedules.

Radio and television network programs require extensive and expensive video taping in order to maintain some continuity in time of showings. Persons making, and receiving, long-distance telephone calls have their share of problems in this regard, increasing caller demands on operators making time of day service uncertain, especially where a consolidated telephone operation serves areas which observe different time standards.

Is it any wonder that we have reached the point where the greatest of nations must be labeled by its own time experts as "the worst timekeeper in the world."

Clearly, our river of time is heavily shoaled, filled with jagged rocks, and treacherous eddies. It is anything but a smooth highway of commerce and communications, and I think we better do something about it.

One of the first things that must be done, in my view, is to modernize and improve the 47-year-old Standard Time Act of 1918, whose provisions are hopelessly inadequate to deal with the time problems of today.

To that end, for myself and the senior Senator from Wyoming [Mr. McGEE], I introduce a newly drafted measure to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those areas where it is observed.

The essential provisions of our bill would standardize the dates on which clocks would be set ahead in the spring and back in the fall. Those dates would be the fourth Sunday in April and the fourth Sunday in October. Under terms of the bill, every State and local jurisdiction would be free to determine for itself whether or not it wanted to observe daylight saving time, but if it adopted daylight saving time it would have to observe that time from the fourth Sunday of April until the fourth Sunday in October.

Frankly, Mr. President, the bill represents a compromise, aimed at winning broad enough support to insure enactment. The long history of efforts in this field clearly indicates that Congress will not approve nationwide daylight saving time, except under the lash of war—and why should it? Nineteen of our States do not observe daylight time, generally for good geographical or time-keeping reasons. At the same time, it seems wholly unreasonable to deny daylight saving time to the millions of Americans whose votes have put it into effect in all or part of 31 States.

But the bill would achieve uniformity in the single most troublesome area of time confusion—the bewildering multitude of changeover dates, and it would do this with a minimum of disruption and difficulty.

In addition, the bill would make some long overdue technical corrections in the Standard Time Act of 1918, by permitting the use of the four time zones needed in Alaska, and providing that the Administrative Procedures Act applies to proceedings of the Interstate Commerce Commission relating to boundaries of the standard time zones.

Work on the preparation of this legislation has been effectively aided by the efforts of the Committee for Time Uniformity, a nonprofit organization created by the Transportation Association of America, in order to work for a more uniform and rational timekeeping system in the United States. The committee is head by Robert Ramspeck, former Member of Congress from Georgia, aided by Robert Redding, who is vice president and general counsel of the Transportation Association of America.

As Senators will recall, the Senate Commerce Committee in the last Congress conducted hearings on the problems of time uniformity, and reported a bill to the Senate. Unfortunately, the legislation was not acted upon. The new legislation we are presenting today is a considerable improvement, in my view, over the bill approved by the committee in the 88th Congress.

Let me reemphasize that this bill will impose daylight time on nobody. Neither will it deny it to anybody. All that it does is to provide that States or subdivisions that choose to go on daylight saving time shall all start at the same day and end at the same day each year.

I am most hopeful that the committee will be able to schedule prompt hearings on this bill so that we can alleviate some of the burdens imposed by the present chaotic system of daylight saving and standard time.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, introduced by Mr. Corron (for himself and Mr. McGEE), was received, read twice by its title, and referred to the Committee on Commerce.

Mr. McGEE. Mr. President, I would like to join in support of the measure

introduced here today by the senior Senator from New Hampshire [Mr. Corron] to try to establish some order in our Nation's timekeeping problems. This measure, it seems to me, is a badly needed step in the direction of ending the chaos which has characterized our system of keeping time since its inception.

As one who is in constant communication with all sections of our country, I know from experience the difficulties and the additional cost and trouble that arises out of the variance in time standards in various parts of the country. Action is clearly necessary to alleviate this confusion and I am pleased to see the introduction of this bill and pledge my wholehearted support to its passage.

STATE AND LAW ENFORCEMENT ASSISTANCE ACT OF 1965

Mr. JAVITS. Mr. President, the President of the United States sent to Congress today his message on law enforcement and the administration of justice. The message offers an important recognition of the need for strengthening joint Federal and local crime enforcement, and contains a proposal for legislation similar to that which I, together with Senators KUCHEL, CASE, FONG, and SCOTT, introduced in March of 1963 to provide for Federal aid to local law enforcement.

I am again today, together with Senators KUCHEL, CASE, FONG, and SCOTT, introducing this legislation to provide Federal aid to local police forces to develop more effective techniques and practices of law enforcement. This bill, entitled "State and Local Law Enforcement Assistance Act of 1965," would provide a Federal matching grant-in-aid program, administered by the Department of Health, Education, and Welfare, in consultation with the Attorney General, to assist in the improvement of training, education, and recruitment of local and State police officers.

I believe every effort should be made to strengthen the enforcement of law and order and alleviate the conditions which breed crime, especially in view of the alarming growth of crime statistics in our large cities. Effective criminal justice, however, is a two-edged process, involving not only vigorous enforcement of the criminal laws, but also the equally vigorous protection of civil rights and civil liberties guaranteed by the Constitution.

We must be careful to insure that the traditional rights of defendants under the Constitution are fully protected. It would be little progress against crime merely to increase the possibility that innocent suspects might be convicted and punished for crimes which they did not commit.

These considerations underlay the very significant support given to this idea of Federal aid to State and local police training programs by the 1961 and 1963 reports of the U.S. Commission on Civil Rights. In the 1963 report the Civil Rights Commission made the following recommendation: That Congress enact a program of grants-in-aid to assist State

and local governments, upon their request, to increase the professional quality of their police forces. Such grants-in-aid should be conditioned upon nondiscriminatory administration by the recipient and might apply to the development and maintenance of first, programs to encourage applications by qualified persons for appointment as police officers; second, recruit selection tests and standards; third, training programs in scientific crime detection; fourth, training programs in constitutional rights and human relations; fifth, college level schools of police administration; and, sixth, scholarship programs that assist policemen to receive training in schools of police administration.

The working language of the bill introduced today follows: For the purpose of assisting in improving the professional competence of State and local police forces, the Secretary of Health, Education, and Welfare in consultation with the Attorney General is authorized to make grants for projects to develop or demonstrate techniques and practices which in his judgment will substantially contribute to the effectiveness of State and local law enforcement agencies, including—but not limited to—techniques and practices relating to law enforcement administration, the recruitment, training, and education of police officers, and improved cooperation among the various law enforcement agencies in the United States and between State and local law enforcement agencies and other public and nonprofit agencies, organizations, and institutions.

I send to the desk for appropriate reference on behalf of myself, and Senators KUCHEL, CASE, FONG, and SCOTT, this measure to provide Federal assistance to State and local police forces through projects to develop and demonstrate more effective techniques and practices of law enforcement.

Mr. President, with further reference to the President's message on law enforcement, I am most gratified that the administration has seen fit to make some move in the direction of an enlightened Federal approach to narcotics addiction, calling for legislation, which I have sought for many years, to provide civil commitment of addicts for treatment rather than the harsh punitive approach of present law, with its mandatory minimum sentences for all offenders, regardless of age or medical condition. Unfortunately, the President's request does not go as far as it should and leaves untouched the crucial needs for greatly increased Federal support for research into the causes and cures of addiction, about which shockingly little is presently known, and for medical treatment facilities and services, particularly outpatient treatment in the addict's home environment. This is urgently needed.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1409) to provide Federal assistance to State and local police forces through projects to develop and demonstrate more effective techniques and practices of law enforcement, introduced by Mr. JAVITS (for himself and

other Senators), was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

CARE AND MAINTENANCE OF ORIGINAL IWO JIMA MEMORIAL ON MOUNT SURIBACHI

Mr. DIRKSEN. Mr. President, I introduce, for appropriate reference, a bill which would vest in the American Battle Monuments Commission the care and maintenance of the original Iwo Jima Memorial on Mount Suribachi.

This famous monument is of great interest to all Americans and the U.S. Marines are particularly anxious to have it preserved. The Air Force along with the Navy was performing the task of replacing flags on the monument and the maintenance of the monument itself. Since this has been curtailed somewhat the 50th Division Marine Association finds itself limited in seeing that the monument is kept in good condition. It is for this reason it is hoped that legislation can be enacted into law to give the American Battle Monuments Commission jurisdiction over this monument to assure its continued maintenance and I hope the bill I am introducing will receive early and favorable consideration by this Congress.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1410) vesting in the American Battle Monuments Commission the care and maintenance of the original Iwo Jima Memorial on Mount Suribachi, Iwo Jima, Volcano Islands, introduced by Mr. DIRKSEN, was received, read twice by its title, and referred to the Committee on Foreign Relations.

RELIEF OF MILITARY AND CIVILIAN PERSONNEL FOR LOSSES SUSTAINED TO PROPERTY IN COMMERCIAL WAREHOUSES

Mr. DIRKSEN. Mr. President, I introduce, for appropriate reference, a bill for the relief of military and civilian personnel whose property was damaged or lost by fire while stored pursuant to Government orders in a commercial warehouse.

Under existing law the Secretary of a military department may settle and pay such claims under \$6,500.

As a result of a fire on August 17, 1963, military and civilian personnel of the Army, Navy, Air Force, and Marine Corps lost considerable property in a commercial warehouse located in Alexandria, Va., and operated by the Columbia Van Lines and the Meeks Transfer Co.

The purpose of this bill is to give the Secretary of a military department authority to settle such claims resulting from this particular fire up to \$16,000. There are a great number of claims involved in excess of \$6,500 and this measure will relieve the Congress from enacting private legislation to cover individual claims over the present statutory limit.

Several private claim bills for individuals have already been introduced in the 89th Congress. This proposal will take

a great burden off of the Judiciary Committees of the Senate and House of Representatives.

Not all personnel suffering loss have filed claims as yet since they may file within the 2-year statute of limitation which expires August 1965.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1412) for the relief of military and civilian personnel whose personal property was damaged or lost by fire while stored pursuant to Government orders in a commercial warehouse, introduced by Mr. DIRKSEN, was received, read twice by its title, and referred to the Committee on the Judiciary.

PERMITTING REMARRIAGE WITHOUT LOSS OF SOCIAL SECURITY SURVIVOR'S BENEFIT

Mr. SMATHERS. Mr. President, I introduce, for appropriate reference, a bill to permit remarriage of those over 55 without loss of social security survivors' benefits. This bill would correct an anomaly now in the law which penalizes widows and other survivors by cutting off their social security survivors' benefits if they marry or remarry.

The proposed legislation would specifically provide that a surviving dependent of a worker covered by social security would not lose his or her benefit if he or she marries or remarries after reaching the age of 55. There would be no premium on living arrangements which are not in accord with prevailing customs and standards of morality.

From information given me by the Chief Actuary of the Social Security Administration, it is my judgment that the cost of this reform will be negligible. The percentage of widows over 55 who remarry is small, and many of those who do remarry qualify for wives' benefits on account of their new husbands.

I sincerely trust that prompt action will be taken to remove this existing defect in the social security law.

The PRESIDING OFFICER (Mr. BASS in the chair). The bill will be received and appropriately referred.

The bill (S. 1414) to amend title II of the Social Security Act so as to provide that an individual shall not be deprived of monthly insurance benefits thereunder solely because of marriage or remarriage, if such marriage or remarriage occurs after such individual attains age 55, introduced by Mr. SMATHERS, was received, read twice by its title, and referred to the Committee on Finance.

PROPOSED FEDERAL TAX COMMISSION

Mr. SMATHERS. Mr. President, I introduce, for appropriate reference, a bill to establish and prescribe the functions of a Federal Tax Commission, comprised of five members to be appointed by the President, by and with the advice and consent of the Senate, with no more than three members being of the same political party. This Commission would be an arm of the Congress, similar to the Interstate Commerce Commission, the Civil Aeronautics Board, the Maritime

Commission, and the Securities and Exchange Commission.

The length of the term for each Commissioner would be 15 years to insure independence and the benefit of experience in the complex field of tax law.

The purpose of introducing this tax measure is to afford the taxpayers of this Nation a forum, separate and distinct from the executive branch of the Government, where they may be heard on the interpretation of tax laws passed by the Congress.

The proposed independent Tax Commission would make substantive and interpretative rules and regulations in accordance with the intent of the Congress necessary for the determination of tax liability under the Internal Revenue Code.

Quite frequently the rules and regulations issued by the Treasury Department after passage of a tax law are not always construed in accordance with Congressional intent and this has caused considerable harassment to the average taxpayer throughout this Nation, who cannot afford the expense involved in connection with litigation that would necessarily have to ensue where a difference of opinion with respect to what Congress intended when such a ruling or interpretation issued by the Secretary of the Treasury or the Internal Revenue Service was adverse to the taxpayer's interest.

While the Constitution of the United States gives to the Congress the right to levy and collect taxes, and thereby enact tax laws, it is obvious that the Congress itself cannot write a law sufficiently detailed to cover the many hundreds of thousands of unique business and individual problems which arise under these laws.

Under existing law, the Commissioner of the Internal Revenue Service, with the approval of the Secretary of the Treasury, is solely responsible for interpreting the tax laws as passed by the Congress, and the issuing of subsequent regulations. Thus the bulk of tax legislation in connection with the interpretation and regulations issued is frequently dominated by the policy of the executive branch of the Government.

It seems to me that the intent of Congress in the important field of tax legislation can best be implemented by delegating the powers to issue rules and regulations to an unbiased quasi-legislative body such as a Tax Commission proposed in the pending bill. It is designed to provide the American taxpayer with the assurance that regulations issued subsequent to the enactment of tax laws by the Congress truly represent the intent of the Congress. The measure in no way will adversely affect the Internal Revenue Service's responsibility with respect to the assessment and collection of taxes imposed under the Internal Revenue Code.

I sincerely trust that this measure will be given early and favorable consideration.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 1415) to establish and prescribe the functions of the Federal Tax

89TH CONGRESS
1ST SESSION

H. R. 6785

IN THE HOUSE OF REPRESENTATIVES

MARCH 25, 1965

MR. STAGGERS introduced the following bill; which was referred to the Committee on Interstate and Foreign Commerce

A BILL

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Uniform Time Act of
4 1965".

5 SEC. 2. It is the policy of the United States to promote
6 the adoption and observance of uniform time within the
7 standard time zones prescribed by the Act entitled "An Act
8 to save daylight and to provide standard time for the United
9 States", approved March 19, 1918 (40 Stat. 450; 15

1 U.S.C. 261-263), and the Act entitled "An Act to transfer
2 the Panhandle and Plains section of Texas and Oklahoma
3 to the United States standard central time zone", approved
4 March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this
5 end the Interstate Commerce Commission is authorized and
6 directed to foster and promote widespread and uniform adop-
7 tion and observance of the same standards of time within
8 and throughout each standard time zone as prescribed by
9 such Acts.

10 SEC. 3. (a) Whenever any State or political subdivi-
11 sion thereof or the District of Columbia adopts daylight sav-
12 ing time, such time shall commence at 2 o'clock antemeridian
13 on the last Sunday in April and shall end at 2 o'clock ante-
14 meridian on the last Sunday in October and shall advance the
15 standard time otherwise applicable by one hour.

16 (b) It is hereby declared that it is the express intent of
17 Congress by this section to supersede any and all laws of the
18 States or political subdivisions thereof insofar as they may
19 now or hereafter provide for advances in time or changeover
20 dates different from those specified in this section.

21 (c) For any violation of the provisions of this section
22 the Interstate Commerce Commission or its duly authorized
23 agent may apply to the district court of the United States in
24 which such violation occurs for the enforcement of this sec-
25 tion; and such court shall have jurisdiction to enforce obedi-

1 ence thereto by writ of injunction or by other process,
2 mandatory or otherwise, restraining against further viola-
3 tions of this section and enjoining obedience thereto.

4 SEC. 4. Notwithstanding the provisions of section 2 of
5 the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262) .
6 whenever any State or political subdivision thereof or the
7 District of Columbia adopts daylight saving time consistent
8 with the provisions of section 3 of this Act, in all statutes,
9 orders, rules, and regulations relating to the time of perform-
10 ance of any act by any officer or department of the United
11 States, whether in the legislative, executive, or judicial
12 branches of the Government, or relating to the time within
13 which any rights shall accrue or determine, or within which
14 any act shall or shall not be performed by any person subject
15 to the jurisdiction of the United States, it shall be understood
16 and intended that such time during such period shall be said
17 daylight saving time, and such time shall be the exclusive
18 time within such State or political subdivision or the District
19 of Columbia, as the case may be, for the transaction of all
20 public business by any department, agency, or court of the
21 United States, or by any officer, agent, employee, or repre-
22 sentative of any such department, agency, or court.

23 SEC. 5. (a) The first section of the Act entitled "An Act
24 to save daylight and to provide standard time for the United

1 States", approved March 19, 1918, as amended (40 Stat.
2 450; 15 U.S.C. 261), is amended to read as follows:

3 "That for the purpose of establishing the standard time
4 of the United States, the territory of the United States shall
5 be divided into eight zones in the manner provided in this
6 section. The standard time of the first zone shall be based
7 on the mean solar time of the sixtieth degree of longitude
8 west from Greenwich; that of the second zone on the seventy-
9 fifth degree of longitude; that of the third zone on the nine-
10 tieth degree; that of the fourth zone on the one hundred and
11 fifth degree; that of the fifth zone on the one hundred and
12 twentieth degree; that of the sixth zone on the one hundred
13 and thirty-fifth degree; that of the seventh zone on the one
14 hundred and fiftieth degree; and that of the eighth zone on
15 the one hundred and sixty-fifth degree. The limits of each
16 zone shall be defined by an order of the Interstate Com-
17 merce Commission, having regard for the convenience of
18 commerce and the existing junction points and division points
19 of common carriers engaged in commerce between the sev-
20 eral States and with foreign nations, and such order may be
21 modified from time to time."

22 (b) Section 4 of such Act (40 Stat. 451; 15 U.S.C.
23 263) is amended to read as follows:

24 "SEC. 4. The standard time of the first zone shall be
25 known and designated as Atlantic standard time; that of the

1 second zone shall be known and designated as eastern stand-
2 ard time; that of the third zone shall be known and desig-
3 nated as central standard time: that of the fourth zone shall
4 be known and designated as mountain standard time; that
5 of the fifth zone shall be known and designated as Pacific
6 standard time; that of the sixth zone shall be known and
7 designated as Yukon standard time; that of the seventh zone
8 shall be known and designated as Alaska-Hawaii standard
9 time; and that of the eighth zone shall be known and desig-
10 nated as Bering standard time.”

11 SEC. 6. The Administrative Procedure Act (5 U.S.C.
12 1000-1011) shall apply to all proceedings under this Act,
13 the Act entitled “An Act to save daylight and to provide
14 standard time for the United States”, approved March 19,
15 1918, as amended, and the Act entitled “An Act to trans-
16 fer the Panhandle and Plains section of Texas and Okla-
17 homa to the United States standard central time zone”, ap-
18 proved March 4, 1921.

19 SEC. 7. This Act shall take effect January 1, 1966.

A BILL

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

By Mr. STAGGERS

MARCH 25, 1965

Referred to the Committee on Interstate and Foreign
Commerce

Digest of CONGRESSIONAL PROCEEDINGS

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE

Washington, D. C. 20250

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89th-1st; No. 98

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HIGHLIGHTS: Senate passed public-works economic-development bill. Senate committee voted to report International Wheat Agreement. Sen. Pearson asked solution of freight-car shortage to transport new wheat crop, etc. Rep. Redlin expressed concern over "suggested importation" to Canada of livestock from foot-and-mouth disease countries. Rep. Talcott criticized farm labor situation. Rep. Philbin commended USDA's efforts to eliminate surpluses and questioned some provisions of farm bill.

SENATE

1. PUBLIC WORKS; ECONOMIC DEVELOPMENT. Passed, 71-12, with amendments S. 1648, the proposed Public Works and Economic Development Act of 1965. Agreed to the Moss amendment providing that unless there is substantial reason to the contrary the extension of financial aid pursuant to title I (grants for public works and development facilities) and title II (other financial assistance) shall be to State political subdivisions rather than to a private or public nonprofit organization. Rejected, 31-53, the Cooper amendment to reduce from \$400 million to \$325 million the authorization for fiscal year 1966 and each year thereafter through 1970. pp. 11692, 11720-55

2. WHEAT. The "Daily Digest" states that the Foreign Relations Committee "approved protocol for the extension of the International Wheat Agreement of 1962." p. D464

3. FORESTRY. Concurred in the House amendment to S. 435, to extend the boundaries of the Kaniksu National Forest, Idaho. This bill will now be sent to the President. pp. 11756-7
4. DAYLIGHT SAVING. The Commerce Committee reported with amendments S. 1404, to establish uniform dates throughout the U. S. for commencing and ending daylight saving time in those States and local jurisdictions where it is observed (S. Rept. 268). p. 11683
5. TRANSPORTATION. Sen. Pearson asked that the freight-car shortage be solved, mentioning especially the need to transport the new wheat crop, and inserted an article on this subject. pp. 11708-9
6. ELECTRIFICATION. Received from REA a report on a loan to the East River Electric Power Cooperative, Inc., of Madison, S. Dak. p. 11680
7. DAIRY PRICE SUPPORTS. Received from the Comptroller General a report on "additional costs incurred under the dairy products price-support program by purchasing butter outside the general areas of production." pp. 11680-1
with amendment
8. VETERANS' BENEFITS. The Labor and Public Welfare Committee reported/S. 9, to give cold war veterans educational and home-loan benefits similar to those for World War II veterans (S. Rept. 269). p. 11683
9. PERSONNEL; EXPENDITURES. Sen. Byrd, Va., inserted a report on Federal employment and pay from the Joint Committee on Reduction of Nonessential Federal Expenditures. pp. 11684-8
10. FOREIGN AID. Sen. Gruening inserted and discussed several proposed amendments to S. 1837, the foreign aid authorization bill. pp. 11690-2
Both Houses received the President's message recommending aid for Southeast Asia (H. Doc. 196); to Senate Foreign Relations Committee and House Committee of Whole. pp. 11768-9, 11663-4
11. FOREIGN CURRENCIES. Sen. Byrd, Va., inserted a report from the Treasury on "Utilization of U. S. Government Foreign Currency Balances" pp. 11712-14

HOUSE

12. EXPORT CONTROL. The Banking and Currency Committee reported with amendment H. R. 7105, to continue the Export Control Act (H. Rept. 434). p. 11676
13. TAXATION. The Rules Committee reported a resolution for the consideration of H. R. 8371, to reduce excise taxes. p. 11676
Rep. Curtis inserted excerpts from the executive session of the Ways and Means Committee on the subject of excise tax reduction. pp. 11641-5
Received a Mass. Legislature memorial "relative to the retention of Federal excise taxes and to distribute the proceeds thereof to the individual States in the proportion of amounts collected from each individual State." p. 11677
14. PUBLIC DEBT. The Ways and Means Committee reported without amendment H.R. 8464 to provide for a temporary increase in the public debt limit set forth in section 21 of the Second Liberty Bond Act (H. Rept. 438). p. 11676

UNIFORM TIME LEGISLATION

JUNE 1, 1965.—Ordered to be printed

Mr. COTTON, from the Committee on Commerce, submitted the following

REPORT

[To accompany S. 1404]

The Committee on Commerce, to whom was referred the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

PURPOSE AND SUMMARY OF THE BILL

The purpose of the bill is to establish uniform dates for the commencing and ending of daylight saving time in the States and local jurisdictions where it is observed. It is designed to eliminate a major part of the costly, wasteful confusion which results from current conflicts in the Nation's time standards.

As reported, the bill, S. 1404, would—

1. Require any State or political subdivision that adopts daylight saving time to begin the observance of such time at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

2. Express the intent of Congress to supersede State laws or local ordinances which provide for different dates for the observance of daylight time than those set forth in the bill. However, the bill still leaves the States or their political subdivisions free to decide for themselves whether or not to observe daylight saving time.

3. Provide that daylight saving time shall advance the standard time by 1 hour, thus preventing so-called double daylight time.

4. Express the understanding that legal time for Federal purposes shall, insofar as practicable, be prevailing local time,

including daylight saving time where established. Present law refers only to standard time.

5. Include relatively technical provisions creating new standard time zones, mainly for Alaska and Hawaii; making the Administrative Procedures Act applicable to proceedings of the Interstate Commerce Commission under the Time Act, and directing the ICC to foster and promote the adoption and observance of uniform time standards.

BACKGROUND AND NECESSITY FOR CONGRESSIONAL ACTION

Variations in the observance of daylight saving time, time zone boundary shifts, and numerous local options have all combined to create what witnesses described to the committee as a bewildering and costly confusion in the timekeeping practices of the Nation.

The dimensions of the problem are easily sketched. Fifteen States observe daylight saving time on a statewide basis, and all of them set their clocks ahead on the last Sunday in April. Parts of 16 other States also follow daylight saving time, but they advance their clocks on a wide variety of dates, ranging from April to the first Sunday in June. When fall comes, the changeback to standard time occurs on a score of different dates. Not even the 15 States starting together will end together. In 19 States, daylight saving time is not observed at all.

In 1964, in Iowa, for instance, there were 23 different combinations of dates on which communities shifted to and from daylight time. In Hopkinton, Iowa, banks opened on daylight time and closed on standard time. In Virginia, bus schedules have to be revised and reprinted four times in 6 months every year. Bus and train schedules between Chicago and Minneapolis must be revised and republished at least five times a year to keep up with various time shifts. Many other examples like this have been cited to the committee.

This annual time scramble complicates the operations and the scheduling of the transportation industry. It troubles the television viewer, often bewilders the vacationing traveler, and aggravates the businessman. Many Americans are plagued with missed appointments and baffled by timetable distortions.

But the problem is not just a matter of inconvenience. The dollars and cents cost of the confusion is significant, especially for the transportation and communications industries.

A witness appearing on behalf of the motorbus industry estimated that bus carriers incur additional costs of nearly \$1 million a year as a result of the time confusions. Estimates presented for the railroad industry indicated that current time problems cause it extra costs which could exceed \$2 million a year. Radio and television network programs require extensive and expensive video taping in order to maintain some continuity in the time of showings, at a cost estimated in the millions. Airline companies, telephone companies, and many others advised the committee that the present timekeeping system is needlessly costly and wasteful. All of these costs are ultimately reflected in the bills paid by American consumers.

There are two basic causes for the timekeeping confusion. One involves the situation in which individual communities, often adjacent to one another, observe different time standards—some on daylight saving time and others on standard time. A great number of

local government units make separate decisions on whether to adopt daylight saving time or remain on standard time during the summer months. The result in some areas of the country is a patchwork of small areas using different time standards.

The second cause of confusion is that States and local political subdivisions select different dates for starting and stopping the use of daylight saving time, some observing it for 6 months, some for 3 months, and others for periods in between.

S. 1404 is designed to correct the second of these causes: the variation in the time of adoption and termination of daylight saving time. In those jurisdictions where daylight saving time is adopted, its duration would be fixed, under the bill, from the last Sunday in April to the last Sunday in October.

The present Standard Time Act (15 U.S.C. 261-265) was enacted in 1918, and has remained substantially unchanged over the 47 intervening years. It gives the Interstate Commerce Commission the task of fixing the boundaries between the standard time zones in the continental United States. It does not even mention daylight saving time, and it is clearly not equal to the needs of 1965.

COMMITTEE CONSIDERATION

In a number of recent annual reports, the Interstate Commerce Commission has recommended that Congress reexamine the Standard Time Act of 1918 in the light of its clear inadequacies. In the 88th Congress, the committee heard 30 public witnesses during 2 days of public hearings on the problems of time confusion, and reported a complex bill designed to give the ICC greater powers to secure improved time uniformity in the Nation. The bill failed of enactment in the 88th Congress.

Upon the introduction of new legislation in the 89th Congress by Senators Norris Cotton and Gale McGee, the committee held additional hearings, at which Senator McGee presided. Witnesses representing widespread transportation, communications, financial, industrial, and agricultural interests all appeared, or submitted statements, in support of the objectives of S. 1404.

Those testifying before the committee uniformly urged the enactment of new Federal legislation to deal with the problems of time confusion, in at last some of its most serious aspects. Their views were also supported by the recommendations of the Government agencies affected. No one appeared in opposition to the bill.

The committee therefore concluded that it should recommend the passage of new Federal legislation in this area. It believes enactment of the bill, as amended, will effectively eliminate many of the most pressing of the problems caused by our patchwork time system.

PRINCIPAL FEATURES OF THE BILL

A. Uniform dates for daylight saving time

The bill would standardize and make uniform the dates for observance of daylight saving time in those areas which observe such time. It would require that observance of daylight saving time begin at 2 a.m. on the last Sunday in April of each year and end at 2 a.m. on the last Sunday in October.

The bill would also declare the express intent of Congress to supercede all laws of the States and their political subdivisions which specify different dates for the observance of daylight saving time. The committee is, of course, aware that in preempting the field, with respect to changeover dates, it is taking a new, though limited, step in respect to time standards and practices. However, it is convinced that no other course of action can effectively cope with the problems of time confusion.

It should be emphasized that the bill leaves untouched the local, or State, jurisdiction over the more important power of deciding whether or not to adopt daylight saving time at all. The bill will not impose daylight saving time on anyone. Nor will it deny it to anyone. States and local units of government will be free, as they have been in the past, to decide whether or not to go on daylight saving time. However, if they select daylight saving time, they must observe it for the period set forth in the bill.

The committee has approved the April to October dates for daylight saving time because, among other reasons, those are the dates currently in use by 90 percent of the 100 million Americans who observe daylight saving time. The remaining 10 percent of those who have daylight saving time use a wide variety of dates both for beginning and ending its observance. The committee also noted that California citizens, in a 1962 referendum, selected the April to October dates by a 3-to-1 margin.

The committee believes the bill would achieve desirable uniformity in the most troublesome area of confusion—the multitude of changeover dates—and would do this with a minimum of disruption and change.

B. New time zones

Section 5 of the bill provides for the establishment of three new time zones, mainly in order to recognize the position of the two newest States, Alaska and Hawaii, in the time zone picture. The bill also provides a convenient method of designation, as Atlantic time, of the offshore time of our eastern seaboard, a time zone used by the easternmost part of Canada. The bill would not change, or affect in any way, the time zone boundaries currently used in the United States, and the new zones for Alaska and Hawaii will chiefly serve to recognize by law the zones now used in those areas.

COMMITTEE AMENDMENTS

The committee has amended the bill to eliminate the enforcement provisions and to clarify its effect on Federal agencies, as explained below.

A. Enforcement

As introduced the bill contained enforcement language in section 3(c) allowing the Interstate Commerce Commission to seek court orders against anyone violating the provisions relating to uniform dates for daylight saving time. Inasmuch as such dates are universally fixed by State or local governing bodies, the committee has concluded that such enforcement provisions are not needed, and has recommended that section 3(c) be stricken from the bill. Obviously, State legislatures, city councils, Governors, and mayors are not likely to violate the clear specific provisions of the law. The committee

also noted that nationwide daylight saving time invoked during both World War I and World War II was successfully and fully observed without the necessity for Federal enforcement provisions.

B. Effect on Federal agencies

The present Standard Time Act declares that in statutes or regulations which specify a time of performance by any Federal officer, or a time within which rights shall accrue, it is intended and understood that the time shall be standard time. The committee, in section 4, as amended, recommends that this section be revised to express the understanding that, insofar as practical, the time for performance of acts by Federal officials shall be prevailing local time, including daylight saving time where established. The clause "insofar as practical" has been inserted to make it clear that the bill is not intended to affect the hours of operation of broadcast stations as established by the Federal Communications Commission, nor to compel any change in the time standards used in marine and air navigation, air traffic control, the specialized needs of the military services, or for scientific or technical purposes.

COSTS

The committee does not expect the enactment of this bill to result in an increased need for appropriations by any Federal agency.

AGENCY COMMENTS

The reports of the Government departments and agencies on S. 1404 follow:

U.S. DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 22, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in reply to your request of March 9, 1965, for a report on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

This Department concurs in the objective of standardizing the time zones as much as appropriate. However, since the bill does not affect the Department's responsibilities, we have no specific recommendation to make.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

(S) ORVILLE L. FREEMAN, *Secretary.*

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,
Washington, D.C., April 7, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your request of March 9, 1965, for our comments on S. 1404, the proposed Uniform Time Act.

The essential purpose of the bill is to establish uniform dates for the commencing and ending of daylight saving time in the States and local jurisdictions where it is observed.

As brought out in hearings before your committee during the 88th Congress, great confusion prevails because of lack of uniformity across the Nation in the observance of daylight saving time. Not only is the lack of time uniformity a serious and costly inconvenience to the whole field of transportation, and the traveler as well, but it is a concern of Federal, State, and local governments generally. It obviously has potentially significant implications for military preparedness and civil defense.

Because of the intergovernmental implications of the time uniformity question, the matter was added to the agenda of an Advisory Commission meeting on January 23-24, 1964, for policy consideration. In brief, the Commission considered three alternatives: (1) Retain the status quo; (2) Federal legislation requiring uniformity of practice within a State; and (3) Federal legislation mandating uniform practice throughout the country. The Commission, without dissent, favored the third course.

Consequently, the Commission strongly recommends that the Congress take action to establish national time uniformity, so that the present costly and often confusing disparities in governmental policies in promulgating daylight saving time may be eliminated. The enactment of S. 1404 would accomplish this objective.

Sincerely yours,

FRANK BANE, *Chairman.*

APRIL 28, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. MAGNUSON: The Commissioners of the District of Columbia have for report S. 1404, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The purpose of the bill is primarily to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 3(a) of the bill provides that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence on the last Sunday in April and shall end on the last Sunday in October. The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953 (67 Stat. 23, sec. 28-2804, D.C. Code), to advance the standard time applicable to the District 1 hour for this same period. For the past several years, pursuant to such authority, the Commissioners have

established the entire period as the daylight saving time period in the Nation's Capital.

Since the provisions of S. 1404 would not change the present practice in the District of Columbia, but would, in fact, standardize the practice in other political subdivisions with the practice now followed by the District, the Commissioners favor its enactment.

The Commissioners have been advised by the Bureau of the Budget that from the standpoint of the administration's program there is no objection to the submission of this report to the Congress.

Yours very sincerely,

WALTER N. TOBRINER,
President, Board of Commissioners, District of Columbia.

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., April 26, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in further response to your request dated March 9, 1965, for the comments of the Department of Commerce on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

S. 1404, if enacted, would be known as the Uniform Time Act of 1965.

Section 2 states the policy of the United States to promote the adoption and observance of uniform time. The Interstate Commerce Commission, which is designated as the agency to administer and enforce the act, is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone.

Section 3(a) would require that if daylight saving time is adopted by a State or political subdivision thereof it shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. Section 3(b) would supersede State and local law establishing different changeover dates. Section 3(c) would authorize the ICC to seek injunctions restraining violations in district courts in the United States.

Section 4 would require that daylight saving time when adopted shall be the time meant in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, or within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States. Such time shall also be the exclusive time within any such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States.

Section 5 of the bill would amend the Standard Time Act of 1918 to enlarge from five to eight the number of time zones established under the law. A new easternmost time zone based upon the mean solar time of 60° longitude west from Greenwich, to be known as Atlantic standard time, would be established. The present Alaska

standard time zone would be redesignated as Yukon standard time and two additional zones to be known as Alaska-Hawaii standard time and Bering standard time would be established.

Section 6 would make the Administrative Procedure Act applicable to proceedings under the act and to proceedings under the Standard Time Act of 1918.

With the qualifications hereinafter noted the Department of Commerce recommends enactment of S. 1404.

Hearings conducted in April 1963, at which the views of this Department were presented by Under Secretary for Transportation Martin, established numerous grave deficiencies in the standard time legislation of the United States. The hearings resulted in the report of S. 1033 of the 88th Congress which would have accomplished extensive changes in our timekeeping legislation. S. 1404, presently under consideration, is less extensive in scope and would basically retain existing law except as already noted.

There are two basic causes of the present confusion over time in the United States. The first is that a great number of political units make separate decisions on whether to adopt daylight saving time or remain on standard time during the summer months. In some cases the final decision is made by the State, in others by the locality. The result in many areas of the country is a patchwork of small areas using different time standards. The second cause of confusion is that States and local political subdivisions select different dates for starting and stopping the use of daylight saving time. Some areas adopt daylight saving time for 6 months, others for 3 months, others for differing periods in between.

S. 1404 is aimed at correcting one of these two existing sources of confusion; namely, variations in the time of adoption and termination of daylight saving time. In those jurisdictions where daylight saving time is adopted its duration would be fixed by law. The bill does not make an attempt, however, to encourage greater uniformity in selecting standard or daylight saving time within a State or among a group of States.

Although we believe that greater regional uniformity in the selection of standard or daylight saving time would be valuable for facilitating interstate commerce and should be an early objective, we believe that S. 1404 would make a valuable contribution by standardizing the period during which daylight saving time would be in effect.

The other principal feature of the bill, the establishment of three new time zones, would give appropriate recognition to the position of our two newest States, Alaska and Hawaii, in our time zone nomenclature. It would also provide a convenient method of designation of the offshore time of our eastern seaboard.

Notwithstanding our general support for S. 1404 we must call attention to the fact that unless amended or modified it would cause serious technical difficulties to one or more of the scientific agencies under the jurisdiction of this Department. For example, the Weather Bureau points out that weather observations in Washington and other eastern cities are now recorded in eastern standard time year round. In computing daily averages the same 24-hour period is used throughout the year. Climatological records would be more difficult to compile and to use if the day began and ended at midnight Atlantic standard time or eastern daylight time the other 6 months. This difficulty would be overcome if the Weather Bureau were to be author-

ized to maintain meteorological records in terms of the standard time zone nearest local mean solar time throughout the year. It is also not clear that the Weather Bureau would be permitted to use Greenwich mean time in the science of meteorology. Such use is required to provide the basis for scientific weather forecasting as weather measurements (observations) must be made simultaneously eight times a day over the entire globe. By international agreement the observations are designated and encoded in Greenwich meridian time for international exchange. In transcribing these reports for release to the press and for certain Government publications the times of U.S. reports are converted to standards appropriate to U.S. time zones. However, in using the data for scientific purposes, including entry in meteorological charts and insertion in certain scientific publications, the original Greenwich meridian times are retained.

We believe that the bill also contains certain ambiguities. Section 3(c) is capable of being read as authorizing Federal suits against States and their political subdivisions as well as against individuals and officials. We think it is doubtful that this is what is intended, but would prefer to see the ambiguity resolved.

Also, the expression in section 4 "relating to the time within which any right shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States," leaves us in some doubt as to whether it is designed to govern nonfederally regulated situations.

The Department of Commerce strongly supports the principle of S. 1404 and would recommend its enactment if amended as suggested above to allow for the employment of other standards of time for technical and scientific requirements such as those of this Department's Weather Bureau.

We have been advised by the Bureau of the Budget that there would be no objection to the submission of our report from the standpoint of the administration's program.

Sincerely,

ROBERT E. GILES.

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
OFFICE OF LEGISLATIVE AFFAIRS,
Washington, D.C., April 29, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

MY DEAR MR. CHAIRMAN: Your request for comment on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, has been assigned to this Department by the Secretary of Defense for the preparation of a report thereon expressing the views of the Department of Defense.

S. 1404 would establish a uniform date for the commencement of daylight saving time throughout the country.

It would establish eight standard time zones in the United States: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii,

and Bering, commencing at longitude 60° west, working westward in increments of 15°.

This bill would leave the power of defining the limits of each zone and attendant enforcement proceedings with the Interstate Commerce Commission, where it presently resides.

S. 1404 would provide for enforcement through a Federal district court injunction, civil action against persons who fail or refuse to comply, and criminal action against persons who willingly and knowingly violate the provisions of the bill.

The Department of the Navy, on behalf of the Department of Defense, supports enactment of legislation that will provide for a uniform system of time for the United States, especially wherein provision is made for a central regulating agency.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report for the consideration of the committee.

For the Secretary of the Navy:

Sincerely yours,

C. R. KEAR, Jr.,
Captain, U.S. Navy,
Acting Chief of Legislative Affairs.

COMMENTS OF THE FEDERAL COMMUNICATIONS COMMISSION ON S. 1404, H.R. 6481, AND H.R. 6785, 89TH CONGRESS, BILLS TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

S. 1404, H.R. 6481, and H.R. 6785 are nearly identical. These bills are designed to make the dates for daylight saving time uniform throughout the United States. They provide that in those States and local jurisdictions where daylight saving time is observed, it shall commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

The bills increase the number of time zones in the United States from five to eight. They provide that daylight saving time adopted by any State or political subdivision thereof, or the District of Columbia, shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States or by any representative thereof, and shall be understood to be the time referred to in "all statutes, orders, rules, and regulations relating to the time * * * within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States" (sec. 4). The Interstate Commerce Commission is authorized to enforce the observance of the provisions of the bills.

The Commission has been represented on the Committee for Time Uniformity and has cooperated with that group in its efforts to alleviate some of the confusion stemming from the existing patchwork of local daylight saving time legislation. However, to the extent that

section 4 might be construed to make locally adopted daylight saving time applicable to broadcast licensees or permittees, thereby changing their permissible hours of operation as governed by the Commission's rules, these bills give us serious concern.

A few general characteristics of radio transmission should be briefly noted as an aid in understanding our concern. The physical behavior of standard broadcast signals is vastly different, day and night. Part of the energy radiated from the transmitting antenna of a broadcast station travels closely along the earth's surface and is called a ground-wave signal. The portion of the energy which travels upward and outward from the transmitter into the upper atmosphere is, during daylight hours, so weakened by absorption in the atmosphere before being returned to the earth that it may usually be neglected. However, at night, that portion of the radio signal emitted outward and upward is reflected back strongly to earth at distances much greater than the reach of groundwave signals. Because of this phenomenon, known as skywave transmission, the majority of standard broadcast stations throughout the United States are required to leave the air, reduce power, and/or employ directional antenna systems during the nighttime hours in order to avoid widespread skywave interference within the protected service areas of other stations assigned to the same channel. Since skywave interference is affected by the degree of light or darkness along the transmission path, the Commission, in its rules governing the hours of operation of standard broadcast stations, is basically concerned with determining local astronomical or "sun" time. However, it is necessary that "sun" time be related to meaningful standards (as, for example, eastern standard time), and average monthly sunrise and sunset times are set forth in license documents in terms of standard time.

To illustrate the problems created by these bills, suppose that, based upon average sunrise and sunset times, a radio station is authorized to operate during the month of May from 6 a.m. until 7 p.m., local standard time. If the community where that station is located adopts daylight saving time, section 4 of these bills might cause the time specified in the station's authorization to be understood to refer to daylight saving time. The station would thus operate from 6 a.m. until 7 p.m., local daylight saving time (which is 5 a.m. until 6 p.m., standard time). This means the station would begin operation with its daytime facilities 1 hour before sunrise and go off the air, or convert to nighttime facilities, 1 hour before sunset.

The net result of such a situation is that the operation, prior to sunrise, would violate the North American Regional Broadcasting Agreement and the Agreement Between the United States of America and Mexico. Such operation would also violate the Commission's rules, and could cause undue interference to other domestic stations operating on the same frequency, thereby resulting in modification of the licenses of the stations subjected to such interference. Moreover, such a station operating in accordance with local daylight saving time would be deprived of an hour's operating time in the early evening.

The Commission therefore recommends that there be appropriate legislative action to avoid the possibility of these highly undesirable results. Such action could be in the form of a proviso in the bills or a section in the committee report making clear the inapplicability

of the bills to the hours of operation of broadcast stations as established by the Commission. Thus, the following proviso could be inserted at the end of section 4: "*Provided, That nothing in this Act shall affect the hours of operation of broadcast stations as established by the Federal Communications Commission.*" If this recommendation is adopted, the Commission would have no objection to the enactment of S. 1404, H.R. 6481, or H.R. 6785.

Adopted April 21, 1965.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., March 25, 1965.

B-102289.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: In reply to your request of March 9, 1965, for our comments on S. 1404, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, you are advised we have no special information or comment to offer concerning the proposed legislation.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., April 26, 1965.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of March 9, 1965, requested the views of the General Services Administration on S. 1404, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

In addition to the purpose of the bill stated in the title, the proposed measure would provide for the establishment of eight standard time zones to replace the present five standard time zones in the United States.

GSA has no objection to the enactment of S. 1404.

The enactment of the proposed legislation would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that from the standpoint of the administration's program there is no objection to the submission of this report to your committee.

Sincerely yours,

LAWSON B. KNOTT, Jr.,
Acting Administrator.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF EMERGENCY PLANNING,
Washington, D.C., April 23, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for comments of this office concerning S. 1404, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The Office of Emergency Planning defers to those departments and agencies having a more direct interest in the subject matter.

From the standpoint of the administration's program, the Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

(Signed) BUFORD ELLINGTON,
Director.

THE GENERAL COUNSEL OF THE TREASURY,
Washington, D.C., April 15, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on S. 1404, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The proposed legislation (1) would direct the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout the standard time zones established by law; (2) would provide that whenever any State or political subdivision thereof, or the District of Columbia, adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October; and (3) would provide for four time zones in Alaska.

Since the proposed legislation relates to matters primarily within the jurisdiction of the Interstate Commerce Commission, the Treasury has no comments to make on the merits of the bill.

The Department has been advised by the Bureau of the Budget that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely yours,

FRED B. SMITH,
Acting General Counsel.

CHANGE IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

AN ACT TO SAVE DAYLIGHT AND TO PROVIDE STANDARD TIME FOR
THE UNITED STATES

[That, for the purpose of establishing the standard time of the United States, the territory of continental United States shall be divided into five zones in the manner hereinafter provided. The standard time of the first zone shall be based on the mean astronomical time of the seventy-fifth degree of longitude west from Greenwich; that of the second zone on the ninetieth degree; that of the third zone on the one hundred and fifth degree; that of the fourth zone on the one hundred and twentieth degree; and that of the fifth zone, which shall include only Alaska, on the one hundred and fiftieth degree. That the limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time.**]**

That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time.

SEC. 2. That within the respective zones created under the authority hereof the standard time of the zone shall govern the movement of all common carriers engaged in commerce between the several States or between a State and any of the Territories of the United States, or between a State or the Territory of Alaska and any of the insular possessions of the United States or any foreign country. In all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall **[**be the United States standard time of the zone**]**, *insofar as practicable, be the prevailing established time (including daylight*

saving time where established) of the area within which the act is to be performed.

* * * * *

【SEC. 4. That the standard time of the first zone shall be known and designated as United States Standard Eastern Time; that of the second zone shall be known and designated as United States Standard Central Time; that of the third zone shall be known and designated as United States Standard Mountain Time; that of the fourth zone shall be known and designated as United States Standard Pacific Time; and that of the fifth zone shall be known and designated as United States Standard Alaska Time.】

SEC. 4. The standard time of the first zone shall be known and designated as "Atlantic standard time"; that of the second zone shall be known and designated as "Eastern standard time"; that of the third zone shall be known and designated as "Central standard time"; that of the fourth zone shall be known and designated as "Mountain standard time"; that of the fifth zone shall be known and designated as "Pacific standard time"; that of the sixth zone shall be known and designated as "Yukon standard time"; that of the seventh zone shall be known and designated as "Alaska-Hawaii standard time"; and that of the eighth zone shall be known and designated as "Bering standard time".



Calendar No. 257

89TH CONGRESS
1ST SESSION

S. 1404

[Report No. 268]

IN THE SENATE OF THE UNITED STATES

MARCH 8, 1965

Mr. CORRON (for himself and Mr. MCGEE) introduced the following bill; which
was read twice and referred to the Committee on Commerce

JUNE 1, 1965

Reported by Mr. CORRON, with an amendment

[Omit the part struck through and insert the part printed in italic]

A BILL

To establish uniform dates throughout the United States for the
commencing and ending of daylight saving time in those
States and local jurisdictions where it is observed, and for
other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Uniform Time Act of
4 1965."

5 SEC. 2. It is the policy of the United States to promote
6 the adoption and observance of uniform time within the
7 standard time zones prescribed by the Act entitled "An Act
8 to save daylight and to provide standard time for the
9 United States," approved March 19, 1918 (40 Stat. 450),

1 and the Act entitled "An Act to transfer the Panhandle and
2 Plains section of Texas and Oklahoma to the United States
3 standard central time zone," approved March 4, 1921 (41
4 Stat. 1446). To this end the Interstate Commerce Com-
5 mission is authorized and directed to foster and promote
6 widespread and uniform adoption and observance of the same
7 standards of time within and throughout each standard time
8 zone as prescribed by such Acts.

9 SEC. 3. (a) Whenever any State or political subdivision
10 thereof or the District of Columbia adopts daylight saving
11 time, such time shall commence at 2 o'clock antemeridian on
12 the last Sunday in April and shall end at 2 o'clock ante-
13 meridian on the last Sunday in October and shall advance
14 the standard time otherwise applicable by one hour.

15 (b) It is hereby declared that it is the express intent
16 of Congress by this section to supersede any and all laws
17 of the States or political subdivisions thereof insofar as
18 they may now or hereafter provide for advances in time or
19 changeover dates different from those specified herein.

20 (c) For any violation of the provisions of this section
21 the Interstate Commerce Commission or its duly authorized
22 agent may apply to the district court of the United States in
23 which such violation occurs for the enforcement of this
24 section; and such court shall have jurisdiction to enforce
25 obedience thereto by writ of injunction or by other process;

1 mandatory or otherwise, restraining against further viola-
2 tions of this section and enjoining obedience thereto.

3 SEC. 4. Notwithstanding the provisions of section 2 of
4 the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262),
5 whenever any State or political subdivision thereof or the
6 District of Columbia adopts daylight saving time consistent
7 with the provisions of section 3 hereof, in all statutes, orders,
8 rules, and regulations relating to the time of performance
9 of any act by any officer or department of the United States,
10 whether in the legislative, executive, or judicial branches of
11 the Government, or relating to the time within which any
12 rights shall accrue or determine, or within which any act
13 shall or shall not be performed by any person subject to the
14 jurisdiction of the United States, it shall be understood and
15 intended that such time during such period shall be said
16 daylight saving time, and such time shall be the exclusive
17 time within such State or political subdivision for the transac-
18 tion of all public business by any department, agency, or
19 court of the United States, or by any officer, agent, employee,
20 or representative of any such department, agency, or court.

21 *SEC. 4. The second sentence of section 2 of the Act of*
22 *March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended*
23 *by striking out "be the United States standard time of the*
24 *zone" and insert in lieu thereof a comma and "insofar as*

1 *practicable, be the prevailing established time (including day-*
2 *light saving time where established) of the area”.*

3 SEC. 5. (a) The first section of the Act entitled “An
4 Act to save daylight and to provide standard time for the
5 United States” approved March 19, 1918, as amended (40
6 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

7 “That for the purpose of establishing the standard time
8 of the United States, the territory of the United States shall
9 be divided into eight zones in the manner provided in this
10 section. The standard time of the first zone shall be based
11 on the mean solar time of the sixtieth degree of longitude
12 west from Greenwich; that of the second zone on the seventy-
13 fifth degree of longitude; that of the third zone on the nine-
14 tieth degree; that of the fourth zone on the one hundred and
15 fifth degree; that of the fifth zone on the one hundred and
16 twentieth degree; that of the sixth zone on the one hundred
17 and thirty-fifth degree; that of the seventh zone on the one
18 hundred and fiftieth degree; and that of the eighth zone on
19 the one hundred and sixty-fifth degree. The limits of each
20 zone shall be defined by an order of the Interstate Commerce
21 Commission, having regard for the convenience of com-
22 merce and the existing junction points and division points of
23 common carriers engaged in commerce between the several
24 States and with foreign nations, and such order may be modi-
25 fied from time to time.”

1 (b) Section 4 of such Act (40 Stat. 451; 15 U.S.C.
2 263) is amended to read as follows:

3 "SEC. 4. The standard time of the first zone shall be
4 known and designated as 'Atlantic standard time'; that of the
5 second zone shall be known and designated as 'Eastern stand-
6 ard time'; that of the third zone shall be known and desig-
7 nated as 'Central standard time'; that of the fourth zone shall
8 be known and designated as 'Mountain standard time'; that
9 of the fifth zone shall be known and designated as 'Pacific
10 standard time'; that of the sixth zone shall be known and des-
11 igned as 'Yukon standard time'; that of the seventh zone
12 shall be known and designated as 'Alaska-Hawaii standard
13 time'; and that of the eighth zone shall be known and desig-
14 nated as 'Bering standard time.'"

15 SEC. 6. The Administrative Procedure Act (5 U.S.C.
16 1000-1011) shall apply to all proceedings under this Act,
17 the Act entitled "An Act to save daylight and to provide
18 standard time for the United States," approved March 19,
19 1918, as amended, and the Act entitled "An Act to transfer
20 the Panhandle and Plains section of Texas and Oklahoma to
21 the United States standard central time zone," approved
22 March 4, 1921.

23 SEC. 7. This Act shall take effect January 1, 1966.

89TH CONGRESS
1ST SESSION

S. 1404

[Report No. 268]

A BILL

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

By Mr. COTTON and Mr. McGEE

MARCH 8, 1965

Read twice and referred to the Committee on
Commerce

JUNE 1, 1965

Reported with an amendment

June 3, 1965

15. DEBT LIMIT. The "Daily Digest" states that the Rules Committee "granted a closed rule" for debate on H. R. 8464, to increase the public debt limit. p. D479
16. EXPORT CONTROL. The "Daily Digest" states that the Rules Committee "granted an open rule" for debate on H. R. 7105, to extend the Export Control Act. p. D479
17. LEGISLATIVE PROGRAM. The Majority Leader announced next week's program: Mon., Consent Calendar, confectionery additives, disaster relief; Tues., legislative appropriation bill, export-control continuation; Wed. and balance of week, public-debt ceiling, military construction. p. 11962
18. ADJOURNED until Mon., June 7. p. 12031

SENATE

19. TREASURY, POST OFFICE, AND EXECUTIVE OFFICE APPROPRIATION BILL, 1966. The Appropriations Committee reported with amendments this bill, H. R. 7060 (S. Rept. 275)(p. 12038). This bill includes funds for the Budget Bureau, Council of Economic Advisers, and Advisory Commission on Intergovernmental Relations.
20. PROPERTY. The Government Operations Committee reported without amendment : S. 1516, to amend the Federal Property and Administrative Services Act of 1949, as amended, so as to authorize the Administrator of General Services to enter into contracts for the inspection, maintenance, and repair of fixed equipment in federally owned buildings for periods not to exceed five years (S. Rept. 273); and S. 1004, to amend the Federal Property and Administrative Services Act of 1949, to make title III thereof directly applicable to procurement of property and nonpersonal services by executive agencies (S. Rept. 274). p. 12038
21. DAYLIGHT SAVING TIME. Passed as reported S. 1404, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed. pp. 12057-59
22. FOREIGN AID. Sen. Javits submitted an amendment to S. 1837, the foreign aid authorization bill, which would incorporate a plan for the establishment of the Peace by Investment Corporation and "would enable millions of small investors in the United States to participate in the growth of effective private enterprise in developing nations receiving U. S. aid." pp. 12047-8
Received from the State Dept. a "confidential report on dollar grants to Iran under the foreign assistance program." p. 12037
23. UNEMPLOYMENT. Sen. Williams, N.J., urged prompt passage of S. 1991, the proposed Unemployment Security Amendments Act of 1965, stating that this bill "would for the first time provide unemployment compensation coverage for our Nation's farmworkers." p. 12051-2
24. DISASTER RELIEF. Sen. Miller asked prompt action on S. 1861, the disaster relief bill, and stated that "inaction by the White House on our disaster relief bill is difficult to comprehend" in the light of the President's request for "an extra \$89 million in foreign aid." pp. 12046-7
25. AWARDS. Sen. McCarthy commended and inserted a speech by Sen. Monroney at USDA's honor awards ceremony. pp. 12076-7

26. FISCAL POLICY. Sen. McCarthy commended and inserted a speech by the American Electric Power Co. President which called "a vital commentary on fiscal policy and the balance-of-payments problem." pp. 12077-8

ITEMS IN APPENDIX

27. WATER POLLUTION. Rep. Jones inserted Rep. Monogan's article, "The Costs of Combating the Evils of Water Pollution: State Expenditures Are Clearly Inadequate." pp. A2846-7
28. HOUSING. Rep. Barrett inserted an article endorsing the housing and urban renewal proposals. pp. A2851-2
Rep. Clawson inserted an article, "GOP Turns Artillery on Housing Bill-- House Republicans Hope to Defeat Rent Subsidy Plan." p. A2859
29. APPALACHIA. Extension of remarks of Rep. Curtis stating that "justifiable criticism has been leveled against the Appalachian plan for failing to attack the fundamental causes of the human and economic poverty of the region." p. A2857
30. FARM LABOR. Extension of remarks of Rep. Philbin expressing concern over the prospect of inadequate labor to complete apple picking, and urging the Dept. of Labor to give renewed attention to this problem. pp. A2857-8
Extension of remarks of Rep. Roybal inserting an article, "Welfare Cost Drop Laid to Cutoff of Braceros." pp. A2870-1

BILLS INTRODUCED

31. PERSONNEL. S. 2082 by Sen. Javits, to provide time off duty for Government employees to comply with religious obligations prescribed by religious denominations of which such employees are bona fide members; to Post Office and Civil Service Committee. Remarks of author p. 12044
S. 2086 by Sen. Monroney, to provide severance pay to certain officers and employees of the Federal Government; to Post Office and Civil Service Committee. Remarks of author p. 12045
H. R. 8747 by Rep. Robison, to correct certain inequities with respect to the granting of survivor annuities under the Civil Service Retirement Act to certain students; to Post Office and Civil Service Committee.
H. R. 8752 by Rep. Broyhill, Va., H. R. 8759 by Rep. Fulton, Pa., H. R. 8762 by Rep. Halpern, to adjust the rates of basic compensation of certain officers and employees in the Federal Government, to establish the Federal Salary Review Commission; to Post Office and Civil Service Committee.
32. TRANSPORTATION. H. R. 8745 by Rep. Meeds, to amend section 1 (14) (a) of the Interstate Commerce Act to insure the adequacy of the national railroad freight car supply; to Interstate and Foreign Commerce Committee. Remarks of author pp. 11966-7
33. WHEAT. H. R. 8749 by Rep. Andrews, N. Dak., to provide for a voluntary wheat certificate program, under which the price of all wheat would be supported at not less than \$2 per bushel; to Agriculture Committee.
34. FEEDS; FIBERS. H. R. 8753 by Rep. Callan, to authorize the President to maintain reserve inventories feeds, and fibers; to Agriculture Committee.

I wonder how many Senate votes the Senator from New York would get for a proposal to force President Johnson to fire Shriver from the Peace Corps job where Shriver has done a job internationally recognized as magnificent.

The Senator from New York has carried on a campaign on this issue for some time. He has done so in committee and on the floor. Until yesterday's sudden, semisecret blitz, the Senator has never had success with this issue. He has agreed that yesterday's action was sudden and that other Senators were not on the floor. He has agreed that there was not a quorum call. There was no notice. The amendment went through in about 20 seconds. There was no real opportunity to debate or oppose the amendment. There was very sudden action.

For the record, and for the consideration of the members of the conference committee, I believe that they should fully realize that no opportunity was afforded to Senators to debate the amendment before a decision was made on it.

The Senator from New York contends that we shall have an opportunity to act when the conference report comes back to us in disagreement. But we all know that conference reports on bills of this kind afford no real opportunity to delete an amendment. We vote for or against the Peace Corps and the amendment. As one inseparable entity. There is very little likelihood that we would kill the Peace Corps. Therefore, if the conferees agree, the Senate has no further recourse.

The discussion and debate between the Senator from New York and myself, it seems to me, should underline the unwisdom of having Congress decide who should head what department. This is a matter that should be decided by the President so long as we have any faith and confidence in him. I have great faith and confidence in President Johnson. When the President makes mistakes in recommending legislation, I believe that we have a right and a duty to oppose such recommendations. Of course he makes mistakes, as all Presidents have. However, it seems to me that we should give the President complete jurisdiction over determining who is to head his agencies as long as we have faith and confidence in his ability to do the job, and as long as his appointees qualify as loyal American citizens, have no conflict of interest, possess integrity, and have the competence to qualify them to do the job adequately. Sargent Shriver measures up in spades for all those qualifications.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. PROXMIRE. I yield.

Mr. CLARK. I express complete agreement with what the Senator from Wisconsin has just stated. I was shocked to find that, on a voice vote, with no notice afforded, the Senate took this action yesterday and proclaimed that Mr. Shriver should not be allowed to handle both these positions, both of which he is, in my opinion, handling most capably.

Mr. PROXMIRE. Mr. President, I thank the Senator.

Mr. JAVITS. Mr. President, I ask unanimous consent that I may be permitted to continue for an additional minute.

The PRESIDING OFFICER. Without objection, the Senator from New York is recognized for an additional minute.

Mr. JAVITS. Mr. President, the Senator from Arkansas [Mr. FULBRIGHT] was under no compulsion to accept my amendment. I made it very clear in a campaign which extended back for 6 months that I would seek to right this situation by Senate action at the earliest possible moment.

The Senator from Arkansas stated, and the RECORD will show, that the matter had been discussed. He knew that there was considerable sentiment in his own committee with respect to the two-job operation. The situation had been discussed in the Committee on Labor and Public Welfare. I do not believe that the proposal was sprung on anyone suddenly. I believe that it is something that we have all been thinking about and concerned about. The situation is quite unusual. Apparently nothing could be done about the situation except to handle it in the manner in which it was handled yesterday. I am convinced that our action was right.

Mr. DIRKSEN. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. DIRKSEN. Mr. President, it ought to be made abundantly clear that Senators knew the Peace Corps bill was to be called up. I checked with the majority leader at noon. I announced to our policy committee what the order of business was to be, and that it would include the Peace Corps bill. Therefore, our good friend, the Senator from Pennsylvania, should not have been so shocked that the bill was called up.

It is a Senator's responsibility to know what is going on. The majority leader is on the floor nearly all the time. If any Senator wishes to know what is going to happen, all he has to do is to check and find out what is scheduled on the agenda.

Mr. PROXMIRE. Mr. President, will the Senator yield?

Mr. DIRKSEN. I yield.

Mr. PROXMIRE. Was notice given to all Senators that the Javits amendment pertaining to Sargent Shriver was to be offered to the Peace Corps bill?

Mr. DIRKSEN. There does not have to be any notice.

Mr. PROXMIRE. I did not say that. I asked if any notice was given.

Mr. JAVITS. Mr. President, there was notice. I told the majority leader before I called the amendment up that I had the amendment. The majority leader had the complete choice as to whether to bring the measure up. He saw fit to bring it up and said that the Senator from Arkansas [Mr. FULBRIGHT] would accept the amendment. There was ample notice in accordance with the finest tradition of the Senate. I have never done anything else, and I hope that I never shall.

Mr. PROXMIRE. Of course, the Senator from New York gave notice to the leadership. He is a very honorable and

meticulous man. However, no notice was afforded to other Senators. The leader knew about it and the chairman of the Committee on Foreign Relations knew about it. They acted properly. However, about 95 of the 100 Senators had no idea that the Shriver-get-out-of-the-Peace-Corps measure was coming up.

The Senator from Pennsylvania has admitted that he was shocked. I have discussed the matter with other Senators, whose reactions vary from being surprised to being stunned. The New York Times reporter, in an article, expressed his surprise.

Mr. DIRKSEN. There should have been no surprise. Every Senator is on notice that a measure can be called up. Any number of Senators on this side came to me and asked, "What is next? Will there be any rollcall votes today?" I told them that the Peace Corps bill would be taken up, and that the Senator from New York had an amendment to offer to it.

The Senator from Wisconsin could have found out. He is not tongue-tied. He could have asked the majority leader.

Mr. PROXMIRE. No notice was given to the Senate as a whole and both the Senator from New York and the Senator from Illinois know it.

Mr. JAVITS. I gave notice that I would do it. I believe the only surprise the Senator had was that it was adopted.

The PRESIDING OFFICER. The time of the Senator has expired.

UNIFORM TIME LEGISLATION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 257, S. 1404.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 1404) to establish uniform dates throughout the United States for the commencement and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Commerce with amendments on page 2, after line 19, to strike out:

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

And, on page 3, after line 2, to strike out:

SEC. 4. Notwithstanding the provisions of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time consistent with the provisions of section 3 hereof, in all statutes, orders, rules, and reg-

ulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States. It shall be understood and intended that such time during such period shall be said daylight saving time, and such time shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States, or by any officer, agent, employee, or representative of any such department, agency, or court.

And, in lieu thereof, to insert:

SEC. 4. The second sentence of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended by striking out "be the United States standard time of the zone" and insert in lieu thereof a comma and "insofar as practicable, be the prevailing established time (including daylight saving time where established) of the area".

So as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1965."

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918 (40 Stat. 450), and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921 (41 Stat. 1446). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified herein.

SEC. 4. The second sentence of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended by striking out "be the United States standard time of the zone" and insert in lieu thereof a comma and "insofar as practicable, be the prevailing established time (including daylight saving time where established) of the area".

SEC. 5. (a) The first section of the Act entitled "An Act to save daylight and to provide standard time for the United States" approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the

third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as 'Atlantic standard time'; that of the second zone shall be known and designated as 'Eastern standard time'; that of the third zone shall be known and designated as 'Central standard time'; that of the fourth zone shall be known and designated as 'Mountain standard time'; that of the fifth zone shall be known and designated as 'Pacific standard time'; that of the sixth zone shall be known and designated as 'Yukon standard time'; that of the seventh zone shall be known and designated as 'Alaska-Hawaii standard time'; and that of the eighth zone shall be known and designated as 'Bering standard time.'"

SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918, as amended, and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921.

SEC. 7. This Act shall take effect January 1, 1966.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the amendments be considered en bloc.

The PRESIDING OFFICER. Without objection, the amendments are considered en bloc; and, without objection, they are agreed to en bloc.

If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

Mr. JAVITS. Mr. President, may we have an explanation of the bill?

Mr. MANSFIELD. Yes. An explanation from the report will be placed in the RECORD, and the Senator from New Hampshire [Mr. COTTON] will make a statement on the bill. In short, it provides that daylight saving will be put into effect at the same time and go out of effect at the same time.

Mr. President, I ask unanimous consent that a portion of the report on the bill be printed in the RECORD at this point.

There being no objection, the extract (Rept. No. 268) was ordered to be printed in the RECORD, as follows:

PURPOSE AND SUMMARY OF THE BILL

The purpose of the bill is to establish uniform dates for the commencing and ending of daylight saving time in the States and local jurisdictions where it is observed. It is designed to eliminate a major part of the costly, wasteful confusion which results from current conflicts in the Nation's time standards.

As reported, the bill, S. 1404, would—

1. Require any State or political subdivision that adopts daylight saving time to begin the observance of such time at 2 a.m.

on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

2. Express the intent of Congress to supersede State laws or local ordinances which provide for different dates for the observance of daylight time than those set forth in the bill. However, the bill still leaves the States or their political subdivisions free to decide for themselves whether or not to observe daylight saving time.

3. Provide that daylight saving time shall advance the standard time by 1 hour, thus preventing so-called double daylight time.

4. Express the understanding that legal time for Federal purposes shall, insofar as practicable, be prevailing local time, including daylight saving time where established. Present law refers only to standard time.

5. Include relatively technical provisions creating new standard time zones, mainly for Alaska and Hawaii, making the Administrative Procedures Act applicable to proceedings of the Interstate Commerce Commission under the Time Act, and directing the ICC to foster and promote the adoption and observance of uniform time standards.

Mr. COTTON. Mr. President, I regret that the Senator from Wyoming [Mr. McGEE] is absent on official business as a member of the Food Marketing Commission. He is a cosponsor of the bill, S. 1404, and presided at the public hearings which the Senate Commerce Committee conducted on the measure. Were he able to be here, he would have joined me in presenting the bill to the Senate and explaining its provisions.

Mr. President, for more than 2 decades—ever since the end of World War II—millions of Americans have been plagued twice each year with the problems and confusions arising from the switch from standard time to daylight saving time and back again.

The problem is twofold. About half our citizens observe daylight time during the summer months—while the other half remains on standard time the year around. And, as if this were not confusing enough, the problem is compounded by the fact that those who observe daylight saving time start and stop on a bewildering multitude of dates.

The result is not only a matter of widespread confusion and inconvenience, it imposes a costly and wasteful burden on many American industries and businesses, especially those in the transportation and communications field. Testimony presented to the Senate Commerce Committee indicated that just to revise and republish the schedules and timetables of the buses, planes, and trains costs millions of dollars each year. For instance, witnesses before our committee from the business estimated the added costs at \$1 million a year, while the extra expenses for the railroad industry were estimated at \$2 million. Neither the airlines nor the radio and TV people attempted to calculate the extra costs they must bear because of time confusion, but obviously it is substantial. No one knows, of course, the dollar cost of the missed appointments and wasted time of millions of individuals. Clearly, the problem is important enough to merit action by the Congress.

Obviously, the problem could be solved by banning the use of daylight saving time and putting everyone on standard time the whole year, or, with equal effectiveness, the problem could be ended by enforcing nationwide daylight saving

time. Neither of these solutions is sound or realistic. Nearly 100 million Americans, 58 percent of our population, now observe daylight saving time, while 42 percent of the country remains on standard time all year. Nationwide uniformity could only be achieved by forcing daylight time on millions who have never indicated any desire for it, or by denying it to millions who have approved it by overwhelming votes in many cases.

Rather than seek any such drastic solution, the bill which Senator McGEE and I introduced and which is now before the Senate, seeks to provide uniformity only with respect to the dates for beginning and ending the observance of daylight saving time by those areas which observe it.

Under the bill those States of political subdivisions which adopt daylight saving time would be required to begin its observance at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

Actually, more than 90 percent of those who use daylight saving time already use these starting and stopping dates, and they will not be affected in any way by its passage. Nor, of course, will those who observe standard time all year be affected in any way by enactment of this legislation.

While its effect on the public generally will be minor, the bill will, nevertheless, eliminate the single most troublesome area of confusion in our present timekeeping system. As things stand today, 15 States began their observance of daylight saving time on the last Sunday in April. But in parts of 16 other States, daylight time started on some 11 different dates throughout the month of May and into early June. When fall comes, the switchback will come on a score of different dates ranging from August through October. Not even the 15 States starting together will end together. The bill will end this kind of clock madness.

It would achieve this desirable, and I believe, essential measure of uniformity with a minimum of fuss and feathers. Because the measure affects decisions to be made almost exclusively by States or their political subdivisions, I do not believe any enforcement provisions will be needed. The simple statement that Congress intends by this act to fix the changeover dates for all of those who chose to observe daylight saving time should be more than sufficient to end the current confusion in dates.

The bill would also make some relative technical, but long overdue changes, in the Standard Time Act of 1918, bringing it more in step with the needs of the 1960's. These changes include provisions which would: create new standard time zones for Alaska and Hawaii to bring within the scope of the law the time zones they now use; direct the Interstate Commerce Commission to foster and promote the adoption and observance of more uniform time standards throughout the country, and make the Administrative Procedure Act applicable to proceedings under the Standard Time Act.

Except for the wartime daylight saving time, Congress has not since 1918 attempted to do anything about our system. Millions of Americans have paid the price in extra expense and in inconvenience and confusion because we have not acted. Today we can pass a simple, yet effective measure to bring a real measure of uniformity and consistency to our clocks.

The PRESIDING OFFICER. If there be no further amendments to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, was read the third time, and passed.

Mr. COTTON. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. MANSFIELD. Mr. President, I move to lay that motion on the table.

The PRESIDING OFFICER. The question is on agreeing to the motion to lay on the table.

The motion to lay on the table was agreed to.

ORDER OF BUSINESS

Mr. DOUGLAS. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. DOUGLAS. Is the Senate still in the morning hour?

The PRESIDING OFFICER. Yes.

SILVER PROBLEM—SMALL COINS SYSTEM

Mr. BENNETT. Mr. President, for a number of years we have realized that it was going to be necessary to make a complete change in our U.S. subsidiary coinage system. Today President Johnson has sent to Congress a message outlining his views about some changes to be made, and a bill to implement those proposals will be introduced by the Senator from Virginia [Mr. ROBERTSON], chairman of the Banking and Currency Committee. I am very happy to be a cosponsor of this administration proposal.

Mr. President, for a number of years we have been in an intolerable situation. Time has just about run out on us. Free world production of silver falls so far below the consumption even for industry and the arts, let alone for use in coinage, that the deficit has been made up by withdrawals from the U.S. Treasury's supply of silver which was acquired for coinage.

On the basis of current supplies and demand it is obvious that if we had continued as at present for 2 years, we would have been completely out of silver.

The President's proposal is a very ingenious solution for the short-range problem of providing a new coinage system. We can set in motion, as fast as machinery can turn out the coins, a system which is completely compatible with our present system, including the use of coins in vending machines. At the same time the bill provides for the appointment of a special Coinage Commission made up of representatives from the

Banking and Currency Committees of both Houses, the Secretary of Commerce, Director of the Mint, Director of the Bureau of the Budget, the Secretary of the Treasury, and four public members. This Commission will have time to face the long-range problems, which have to do with the ultimate desirability of our present all-silver coins, or practically all silver, and the policy with respect to long-time withdrawals of silver from the Treasury to be used by the arts and industry.

This will take time. It may take 2 or 3 years to set up adequate standards for the coins. In the meantime the two coinage systems can operate side by side. We still have this deficit problem. In 1964 the free world consumed about 286 million ounces of silver in industry and the arts. The free world produced 215 million ounces in the same year.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. BENNETT. I ask unanimous consent to have another 3 minutes.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BENNETT. This represents a deficit of 71 million ounces, which could be made up by withdrawals from the Treasury. Coinage demands during the year totaled 264 million ounces, of which over 200 million ounces were used in U.S. subsidiary coins. This amounts to an overall deficit in free world supply of about 335 million ounces. It is obvious that this deficit could not be made up with Treasury silver indefinitely in the future because the Treasury supply would soon be depleted.

The President's proposal is very practical. It proposes to make no change in the silver content of the dollar. The dollar is not in general circulation. The present ceiling of \$1.29 an ounce for silver would remain. The bill would also establish a floor price of \$1.25 an ounce, which means a narrow range, and could prevent the price from falling or rising too much, as long as the Treasury had silver to meet the needs of the processors.

The other silver-bearing coins—namely, the dime, quarter, and 50-cent piece—will be made by a process called cladding. There will be a core of lower value, and it will be covered, like a sandwich, on both sides by a face of higher value metal. In the new 50-cent piece, the core will be 21 percent silver and 79 percent copper. A face of about 80 percent silver clad to this core will result in a coin with a content of about 40 percent silver. The dime core will have no silver in it. The core will be of pure copper and the facing will be a combination of copper and nickel alloy as is presently used in our 5-cent pieces.

One of the real problems we have had to face has been the question of vending machines. There are over 83 million vending machine transactions each day for the vending of merchandise, to say nothing about telephone and other such uses. Coins must be available to operate these devices. They are not operated by weight or size alone, but employ a magnetic field to test conductivity. A coin

with little or no magnetic properties is not accepted sufficiently while one which is highly magnetic is also rejected. The new coins will have the same electric conductivity as the old ones. So the new coins will operate in vending machines without any change.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. BENNETT. I ask unanimous consent to have one additional minute.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BENNETT. I shall not take the time to explain the full effect of the proposal, but I believe this is a reasonable solution for both processors and producers. It is also proposed to develop, through the Joint Commission on Coinage, a long-range solution of the problems. In the meantime the coinage systems will be protected because the price of silver is controlled, and it will not tempt persons to melt down coins that they have in their pockets.

Mr. PASTORE. Mr. President, I join the Senator from Utah in applauding the administration for recognizing the fact that we do have a very serious shortage of silver in this country. The fact is, we have been importing silver in order to meet the needs of American producers. I speak now of the producers of manufactured goods including electronic devices where silver is absolutely essential.

My interest in this problem, of course, stems from my concern for the jobs of my constituents. Silver is necessary in much of our industry. We in Rhode Island are in the silverware production field and have been conscious of the problem.

I would hope that now that the message has been sent to Congress, the appropriate committees will expedite legislation because unless we do so, we will face a serious shortage especially of the 10-cent piece and the quarter, which are now being made out of silver but which henceforth, if the legislation is enacted into law, will be made of a substitute metal.

My only regret is that the silver content of the half-dollar piece will be reduced only from 90 percent to 40 percent.

I believe that 40 percent silver is too high. The silver content of the half-dollar piece should be reduced even further and I understand that it will be. It will take 15 million ounces of silver to manufacture the half-dollar pieces when we get into production. I do not see why the use of silver to this extent was absolutely necessary.

I have no objection to the silver dollar being manufactured out of silver for the simple reason that the silver certificates have to be redeemed and that will not affect the price of silver too much.

But, I repeat, it is regrettable what will happen to the half dollar. I realize the administration had certain practical problems to face. There are quite a number of representatives of the various States interested in using silver for coinage and that might have been one of the reasons why the silver content of the half-dollar piece will be reduced only from 90 percent to 40 percent, although

I thought it could go down to approximately 20 percent. But in any event I feel that the administration has met the problem head on, that it has come to grips with it and I would hope that Congress will, as I said before, get busy on the legislation and pass it before we get ourselves involved in the serious problem of the shortage of quarters and 10-cent pieces which are apt to be hoarded when it is realized that new pieces will be coming out.

PROPOSED AMENDMENTS TO EXISTING AGREEMENTS FOR COOPERATION WITH KOREA AND AUSTRIA

Mr. PASTORE. Mr. President, I wish to inform the Senate that pursuant to section 123c. of the Atomic Energy Act of 1954, as amended, the Atomic Energy Commission has submitted to the Joint Committee on Atomic Energy proposed amendments to agreements for cooperation concerning the civil uses of atomic energy presently in existence with the Government of the Republic of Korea and the Government of the Republic of Austria. The proposed amendments were received by the Joint Committee on May 27 and 28, respectively. Section 123c. of the act requires that proposed amendments lie before the Joint Committee on Atomic Energy for a period of 30 days while Congress is in session before becoming effective.

In keeping with the Joint Committee's general practice of informing Congress of the pendency of matters of this type, I ask unanimous consent, as vice chairman of the Joint Committee on Atomic Energy, to have printed in the RECORD at the conclusion of my remarks, the text of the proposed amendments and supporting correspondence.

Among the supporting correspondence is a letter, dated May 7, 1965, from President Johnson to the Chairman of the Atomic Energy Commission, approving the execution of the proposed amendments to the agreements with Korea and Austria as well as a proposed amendment to the agreement with Turkey. Other materials pertaining to the amendment to the Turkish bilateral were printed in the RECORD on May 13, 1965, and for that reason are not published herewith.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

U.S. ATOMIC ENERGY COMMISSION,
Washington, D.C., May 3, 1965.

THE PRESIDENT,
The White House.

DEAR MR. PRESIDENT: The Atomic Energy Commission recommends that you approve the enclosed proposed "Amendment to Agreement for Cooperation Between the Government of the United States of America and the Government of the Republic of Korea Concerning the Civil Uses of Atomic Energy," determine that its performance will promote and will not constitute an unreasonable risk to the common defense and security, and authorize its execution. The Department of State supports the Commission's recommendation.

The proposed amendment which has been negotiated by the Atomic Energy Commission and the Department of State pursuant to the Atomic Energy Act of 1954, as amended, would revise and extend for 10

years to February 2, 1976, the agreement between the United States of America and the Republic of Korea which was signed on February 3, 1956, as amended by the agreement signed at Washington on March 14, 1958.

The present agreement with Korea now contains a provision in article II that the Commission will lease uranium enriched in the isotope U-235 to Korea for fueling defined research reactors. While there is no immediate intent to change Commission policy of leasing fuel for research reactors, it is believed that, in view of the proposed 10-year extension of the agreement, flexibility to lease or sell this material should be provided. Accordingly, article I of the proposed amendment would substitute the word "transfer" for the word "lease" in article II A and D of the agreement and article II of the proposed amendment would substitute the word "transferred" for the word "leased" in article VI C of the agreement.

In addition, article I of the proposed amendment modifies article II of the agreement to make provision for the reprocessing at the discretion of the Commission of source or special nuclear material received from the United States to be performed in other than Commission facilities and adds to article II of the agreement provisions with respect to rights in special nuclear material produced as a result of the irradiation processes. These same provisions are contained in agreements for cooperation with other countries.

In keeping with U.S. policy that it is timely for us to arrive at an explicit understanding with those countries with which we have agreements as to the transfer of safeguards to the International Atomic Energy Agency, provision has been made in article III of the proposed amendment that the agency will be promptly requested to assume responsibility for applying safeguards to materials and facilities subject to safeguards under the agreement. The transfer of this responsibility to the Agency would be effected without further modification of the agreement by means of a trilateral agreement to be negotiated between the Government of the United States, the Government of the Republic of Korea, and the Agency.

Following your determination, approval, and authorization, the proposed amendment will be formally executed by appropriate authorities of the Government of the United States of America and the Government of the Republic of Korea. In compliance with section 123c of the Atomic Energy Act of 1954, as amended, the proposed amendment will then be placed before the Joint Committee on Atomic Energy.

Respectfully yours,
GLENN T. SEABORG,
Chairman.

THE WHITE HOUSE,
Washington, D.C., May 7, 1965.

HON. GLENN T. SEABORG,
U.S. Atomic Energy Commission,
Washington, D.C.

DEAR DR. SEABORG: In accordance with section 123a of the Atomic Energy Act of 1954, as amended, the Atomic Energy Commission has submitted to me certain proposed amendments to existing agreements and has recommended that I approve each such proposed amendment, determine that its performance will promote and will not constitute an unreasonable risk to the common defense and security, and authorize its execution. The amendment so submitted are listed below:

"Amendment to Agreement for Cooperation Between the Government of the United States of America and the Government of the Turkish Republic Concerning the Civil Uses of Atomic Energy."

"Amendment to Agreement for Cooperation Between the Government of the United States of America and the Government of

89TH CONGRESS
1ST SESSION

S. 1404

IN THE HOUSE OF REPRESENTATIVES

JUNE 7, 1965

Referred to the Committee on Interstate and Foreign Commerce

AN ACT

To establish uniform dates throughout the United States for the
commencing and ending of daylight saving time in those
States and local jurisdictions where it is observed, and for
other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Uniform Time Act of
4 1965."

5 SEC. 2. It is the policy of the United States to promote
6 the adoption and observance of uniform time within the
7 standard time zones prescribed by the Act entitled "An Act
8 to save daylight and to provide standard time for the
9 United States," approved March 19, 1918 (40 Stat. 450),

1 and the Act entitled "An Act to transfer the Panhandle and
2 Plains section of Texas and Oklahoma to the United States
3 standard central time zone," approved March 4, 1921 (41
4 Stat. 1446). To this end the Interstate Commerce Com-
5 mission is authorized and directed to foster and promote
6 widespread and uniform adoption and observance of the same
7 standards of time within and throughout each standard time
8 zone as prescribed by such Acts.

9 SEC. 3. (a) Whenever any State or political subdivision
10 thereof or the District of Columbia adopts daylight saving
11 time, such time shall commence at 2 o'clock antemeridian on
12 the last Sunday in April and shall end at 2 o'clock ante-
13 meridian on the last Sunday in October and shall advance
14 the standard time otherwise applicable by one hour.

15 (b) It is hereby declared that it is the express intent
16 of Congress by this section to supersede any and all laws
17 of the States or political subdivisions thereof insofar as
18 they may now or hereafter provide for advances in time or
19 changeover dates different from those specified herein.

20 SEC. 4. The second sentence of section 2 of the Act of
21 March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended
22 by striking out "be the United States standard time of the
23 zone" and insert in lieu thereof a comma and "insofar as
24 practicable, be the prevailing established time (including day-
25 light saving time where established) of the area".

SEC. 5. (a) The first section of the Act entitled “An Act to save daylight and to provide standard time for the United States” approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

“That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetyeth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time.”

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

1 “SEC. 4. The standard time of the first zone shall be
2 known and designated as ‘Atlantic standard time’; that of the
3 second zone shall be known and designated as ‘Eastern stand-
4 ard time’; that of the third zone shall be known and desig-
5 nated as ‘Central standard time’; that of the fourth zone shall
6 be known and designated as ‘Mountain standard time’; that
7 of the fifth zone shall be known and designated as ‘Pacific
8 standard time’; that of the sixth zone shall be known and des-
9 ignated as ‘Yukon standard time’; that of the seventh zone
10 shall be known and designated as ‘Alaska-Hawaii standard
11 time’; and that of the eighth zone shall be known and desig-
12 nated as ‘Bering standard time.’ ”

13 SEC. 6. The Administrative Procedure Act (5 U.S.C.
14 1000-1011) shall apply to all proceedings under this Act,
15 the Act entitled “An Act to save daylight and to provide
16 standard time for the United States,” approved March 19,
17 1918, as amended, and the Act entitled “An Act to transfer
18 the Panhandle and Plains section of Texas and Oklahoma to
19 the United States standard central time zone,” approved
20 March 4, 1921.

21 SEC. 7. This Act shall take effect January 1, 1966.

Passed the Senate June 3, 1965.

Attest:

FELTON M. JOHNSTON,

Secretary.

AN ACT

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

JUNE 7, 1965

Referred to the Committee on Interstate and Foreign
Commerce

AN ACT

to provide for the establishment of a
board of directors for the
state of [State Name] and to
provide for the appointment of
members of the board.

SECTION 1. The [State Name] Board of Directors shall be composed of [Number] members, to be appointed by the Governor.

March 8, 1966

- 3 -

13. VIRGIN ISLANDS. Received a GAO report on examination of financial statements for fiscal year 1965 of the Virgin Islands Corporation. p. 4993
14. LANDS; PROPERTY. Received from Interior a proposed bill to establish a program for the preservation of additional historic properties throughout the Nation; to Interior and Insular Affairs Committee. p. 4994
15. WATER RESOURCES. Received from Interior a proposed bill "to authorize the Secretary of the Interior to engage in feasibility investigations of certain water resource development proposals"; to Interior and Insular Affairs Committee. p. 4994
16. EMPLOYMENT. Received from Labor a proposed bill, "Employment Service Act of 1966"; to Labor and Public Welfare Committee. p. 4994
17. LIBRARIES. Received from HEW a proposed bill "to extend and amend the Library Services and Construction Act"; to Labor and Public Welfare Committee. p. 4994
18. EDUCATION. Received from HEW a proposed bill "to strengthen and improve public and private programs of assistance for institutions of higher education and students attending them"; to Labor and Public Welfare Committee. p. 4994
19. AIR POLLUTION. Received from HEW a proposed bill to amend and extend the Clean Air Act; to Public Works Committee. p. 4994

HOUSE

20. DAYLIGHT TIME. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) with amendment H. R. 6785, to establish uniform dates throughout the U. S. for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed. p. D178
21. COMMODITY RESERVES. Rep. Quie spoke in opposition to H. R. 12784, the commodity reserve bill, stating that "the Nation's agricultural stability is being undermined by the Commodity Credit Corporation's policy of dumping surplus stock onto the market in order to prevent price increases." pp. 5105-6
Reps. Gerald R. Ford, Gross, and Nelsen criticized administration's "corn dumping" policy and Rep. Ford inserted a supporting article. pp. 5094-5, 5096
22. CONSERVATION. Rep. Sikes praised the "great strides in resource conservation" being made in Florida "with the technical help of the Soil Conservation Service." p. 5095
23. MONETARY POLICY. Reps. Curtis and Patman discussed recent Joint Economic Committee hearings on monetary policies. pp. 5106-9
24. TRANSPORTATION. Rep. Nelsen inserted a letter from the National Farmers Union in support of his bill to alleviate the "serious boxcar shortage." pp. 5101-2
25. ANTIDUMPING. Rep. Curtis spoke in support of his bill directing the President to prepare an international agreement to "harmonize the administration of the antidumping laws and regulations of all nations." pp. 5112-15

26. ECONOMICS. Rep. Cleveland inserted an editorial supporting Rep. Curtis proposal for the creation of a minority economic council. p. 5116
27. POVERTY. Received from OEO a proposed bill to provide for continued progress in the Nation's war on poverty; to Education and Labor Committee. p. 5132
28. MARKETING; CREDIT. Rep. Mink urged passage of pending legislation on truth-in-lending and truth-in-packaging. pp. 5128-9
29. FARM LABOR. Rep. Cohelan criticized and inserted a leaflet issued by the Oregon Farm Bureau Federation which urges the defeat of H. R. 10518, the farmworkers minimum wage bill, because it would "ban the use of children under 12 years of age in agriculture." pp. 5130-31
30. SUPPLEMENTAL APPROPRIATIONS. Received from the President supplemental appropriation estimates for the fiscal year 1966, which include pay cost appropriations for the Department in the amount of \$13,051,000 and transfer of \$64,000. Including the pay cost supplemental previously submitted for the Forest Service in H. Doc. 383 the total appropriations requested for the Department are \$15,841,000. A table reflecting the amounts for each agency is attached. (H. Doc. 405) p. 5132

ITEMS IN APPENDIX

31. FARM LABOR. Extension of remarks of Rep. Younger inserting a report on economic losses in Calif. due to the alleged shortage of farm labor. pp. A1273-4
32. FORESTS Rep. Perkins inserted Edward P. Cliff's speech, "Making the Most of Kentucky's Forests." pp. A1283-5
33. WATER POLLUTION. Rep. Sickles inserted an article urging cooperation and determination to develop water pollution programs. pp. A1291-2
Rep. Fraser inserted an article, "Water Pollution: Public Enemy." p. A1299
Rep. McCarthy inserted article supporting the President's proposed clean rivers program. pp. A1309-10
34. INFLATION. Extension of remarks of Rep. Quillen stating that "the concern of our people over the inflationary trend of our economy has been increasing for the past several months", and inserting an article, "A Dollar's Value." pp. A1298-9
35. GAO, ACCOUNTING. Rep. Reuss inserted an article commending the appointment of Elmer Staats as Comptroller General and praising the "watchdog role" of the General Accounting Office. pp. A1301-2
36. MILK. Extension of remarks of Rep. Race stating that "budget proposals to curtail funds for the school milk program and the school lunch program have alarmed parents and school administrators all across the Nation." pp. A1302-3
37. HOUSING Rep. Farbstein inserted an article dealing with the possible cost of the President's cities demonstration program, together with his comments. pp. A1311-2

membership on the Committee on Science and Astronautics.

Pages 5096-5100

Committee Appointments: Adopted H. Res. 755, appointing Representatives Casey to the Committee on Appropriations; Rees to the Committee on Banking and Currency; Adams to the Committee on Interstate and Foreign Commerce; Hathaway and Jones of North Carolina to the Committee on Merchant Marine and Fisheries; Green of Pennsylvania and Cabell to the Committee on Science and Astronautics; and Pucinski to the Committee on Veterans' Affairs.

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Presidential Message—Manpower: Received and read a report from the President regarding manpower—referred to the Committee on Education and Labor, and ordered printed, with illustrations, as a House document (H. Doc. 406).

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Program for Wednesday: Adjourned at 1:25 p.m. until Wednesday, March 9, 1966, at 12 o'clock noon.

Committee Meetings

WAR ON HUNGER

Committee on Agriculture: Met in executive session on the world population explosion and war on hunger program. Testimony was heard from Dorothy H. Jacobson, Assistant Secretary of Agriculture; Richard W. Reuter, Director, Food for Peace; Herbert J. Waters, Assistant Administrator for Material Resources, AID; and officials of the Departments of State and Agriculture.

DOGS AND CATS

Committee on Agriculture: Subcommittee on Livestock and Feed Grains held a hearing on H.R. 12488, and related bills, to authorize the Secretary of Agriculture to regulate the transportation, sale, and handling of dogs, cats, and other animals intended for purposes of research or experimentation. Testimony was heard from Representatives Sweeney, Wolff, Nelson, and Helstoski; and public witnesses.

ARMED FORCES APPROPRIATION AUTHORIZATION

Committee on Armed Services: Met in executive session and continued on H.R. 13060, to authorize appropriations during the fiscal year 1967 for procurement of aircraft, missiles, naval vessels, and tracked combat vehicles, and research, development, test, and evaluation for the Armed Forces. Testimony was heard from Robert S. McNamara, Secretary of Defense.

HOUSING

Committee on Banking and Currency: Subcommittee on Housing continued hearings on H.R. 9256, to amend the National Housing Act to provide mortgage insurance, and authorize direct loans by the Housing and Home Finance Administrator, to help finance the cost

of constructing and equipping facilities for the group practice of medicine or dentistry; H.R. 12341, to assist city demonstration programs for rebuilding slum and blighted areas, and for providing the public facilities and services necessary to improve the general welfare of the people who live in these areas; H.R. 12946, to provide incentives to planned metropolitan development and to otherwise assist in urban development; and H.R. 13064, to amend and extend laws relating to housing and urban development. Testimony was heard from public witnesses.

CURRENCY DESTRUCTION

Committee on Banking and Currency: Subcommittee on Domestic Finance met in executive session and approved for full committee action H.R. 5305 (amended), to authorize the Secretary of the Treasury to establish procedures for the destruction of unfit Federal Reserve notes.

PUBLIC MARKET

Committee on the District of Columbia: Subcommittee No. 4 met in executive session and approved for full committee action H.R. 11774 (amended), to require the Board of Commissioners of the District of Columbia to use certain property for public market purposes.

WAR ON POVERTY

Committee on Education and Labor: Ad Hoc Subcommittee on the War on Poverty Program held a hearing on poverty legislation. Testimony was heard from Sargent Shriver, Director, Office of Economic Opportunity.

ASIAN POLICY

Committee on Foreign Affairs: Subcommittee on the Far East and the Pacific continued hearings on U.S. policy toward Asia. Testimony was heard from public witnesses.

U.S.-SOUTH AFRICA RELATIONS

Committee on Foreign Affairs: Subcommittee on Africa met in executive session and continued the discussion on U.S.-South Africa relations. Testimony was heard from William E. Lang, Deputy Assistant Secretary of Defense for the African Region; and Earl D. Hilburn, Deputy Associate Administrator for International Affairs, NASA.

INTERGOVERNMENTAL COOPERATION ACT

Committee on Government Operations: Subcommittee on Executive and Legislative Reorganization continued hearings on S. 561 and H.R. 6118, related bills, the Intergovernmental Cooperation Act of 1965. Testimony was heard from public witnesses.

PENDING LEGISLATION

Committee on Government Operations: Subcommittee on Natural Resources and Power met in executive session on pending legislation. No announcements were made.

VIRGIN ISLANDS

Committee on Interior and Insular Affairs: Subcommittee on Territorial and Insular Affairs held a hearing on H.R. 11777, to provide for the popular election of the Governor of the Virgin Islands; and H.R. 13277, to amend and revise the Organic Act of the Virgin Islands to provide for the reapportionment of the Legislature of the Virgin Islands. Testimony was heard from Harry R. Anderson, Assistant Secretary, Department of Interior; Mrs. Ruth Van Cleve, Director, Office of Territories, Department of Interior; and Gov. Ralph M. Paiewonsky, of the Virgin Islands.

UNIFORM TIME

Committee on Interstate and Foreign Commerce: Met in executive session and ordered reported favorably to the House H.R. 6785 (amended), to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed.

ADDITIONAL JUDGES

Committee on the Judiciary: Met in executive session and acted on several private immigration and private claims bills; also ordered reported favorably to the House S. 1804, to provide for the appointment of two additional judges for the U.S. Court of Claims.

MERCHANT SHIPPING TO VIETNAM

Committee on Merchant Marine and Fisheries: Subcommittee on Merchant Marine continued hearings on the shipping situation in Vietnam. Testimony was heard from public witnesses.

PARCEL POST

Committee on Post Office and Civil Service: Subcommittee on Postal Rates continued hearings on H.R. 12367, and related bills, to revise postal rates on certain fourth-class mail. Testimony was heard from public witnesses.

FEDERAL PAY ADJUSTMENT

Committee on Post Office and Civil Service: Subcommittee on Compensation held a hearing on H.R. 12904, and related bills, to adjust the rates of basic compensation of certain officers and employees of the Federal Government. Testimony was heard from Richard J. Murphy, Assistant Postmaster General, Bureau of Personnel; accompanied by other Post Office officials.

TOLL FACILITIES

Committee on Public Works: Special Subcommittee on the Federal-Aid Highway Program and the Subcommittee on Roads held a joint hearing on the relationship of toll facilities to the Federal-aid program. Testimony was heard from Dr. Ross D. Netherton, Highway Research Council.

NASA APPROPRIATIONS AUTHORIZATION

Committee on Science and Astronautics: Subcommittee on Space Science and Applications met in executive session on H.R. 12718, to authorize appropriations to the National Aeronautics and Space Administration for research and development, construction of facilities, and administrative operations. No announcements were made.

Committee on Science and Astronautics: Subcommittee on Manned Space Flight met in executive session on H.R. 12718, to authorize appropriations to the National Aeronautics and Space Administration for research and development, construction of facilities, and administrative operations. No announcements were made.

Committee on Science and Astronautics: Subcommittee on Advanced Research and Technology continued hearings on H.R. 12718, to authorize appropriations to the National Aeronautics and Space Administration for research and development, construction of facilities, and administrative operations. Testimony was heard from Boyd C. Myers, Office of Advanced Research and Technology, NASA.

LEGISLATIVE RECOMMENDATIONS

Committee on Veterans' Affairs: Met in open session and heard the commander in chief of the Veterans of Foreign Wars present legislative recommendations of his organization.

CATV

Select Committee on Small Business: Subcommittee on Activities of Regulatory and Enforcement Agencies Relating to Small Business continued hearings on the activities of the Federal Communications Commission dealing with community antenna television. Testimony was heard from public witnesses.

Joint Committee Meetings

AEC AUTHORIZATIONS

Joint Committee on Atomic Energy: Committee resumed its hearings on S. 2823 and H.R. 12292, fiscal 1967 authorizations for the Atomic Energy Commission, having as its witnesses E. Eugene Fowler, Director, Division of Isotopes Development, and Brig. Gen. Delmar L. Crowson, Director, Division of Military Application, both of the AEC; and Harold B. Finger, Manager, AEC-NASA Space Nuclear Propulsion Office.

Hearings continue tomorrow.

MANPOWER

Joint hearing: Subcommittee on Employment and Manpower of the Senate Committee on Labor and Public Welfare continued its joint hearings with the Select Subcommittee on Labor of the House Committee on Education and Labor on S. 2974 and H.R. 13037, to pro-

DIGEST of Congressional Proceedings

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HIGHLIGHTS: Sen. Proxmire criticized proposed child nutrition program. Rep. Fino inserted article critical of community development proposals.

SENATE

1. FOREIGN AID. By a vote of 82 to 2, passed with an amendment H. R. 12169, to authorize supplemental appropriations for the foreign aid program in Vietnam, Laos, Thailand, and the Dominican Republic. pp. 5311-22, 5325-33
2. PERSONNEL. The Post Office and Civil Service Committee reported H. R. 1647, with amendment, to provide for the payment of certain amounts and restoration of employment benefits to certain Federal employees improperly deprived thereof (S. Rept. 1062), and H. R. 432, without amendment, to amend the Federal

Employees' Group Life Insurance Act of 1954 and the Civil Service Retirement Act so as to provide for assurance of a valid acquittance to the insurer or the Government upon payment to a claimant properly entitled under such acts (S. Rept. 1064). p. 5266

3. MANPOWER. Received from the President his annual manpower report and the report of the Secretary of Labor on manpower requirements, resources, use and training; to Labor and Public Welfare Committee. pp. 5333-4
4. SCHOOL MILK; CHILD NUTRITION. Sen. Proxmire criticized the proposed child nutrition program and objected "to withdrawing all Federal support for school milk purchases unless the child can prove he or she is needy enough to get free milk." pp. 5269-70
Sen. Ribicoff was added as a cosponsor of S. 2921, to provide a special milk program for children. p. 5269
5. TRANSPORTATION. Sen. McClellan announced that hearings will begin Mar. 29 on the proposal to establish a Department of Transportation. p. 5269
6. FOREIGN TRADE. Sen. Brewster reviewed the meeting he recently attended as a congressional advisor to the American delegation to the meeting at the GATT Trade Center in Geneva to consider ways and means of promoting increased trade with underdeveloped nations. pp. 5288-9
7. ALASKA CENTENNIAL. Agreed to a unanimous-consent agreement by Sen. Mansfield that when S. 2614, to provide for U. S. participation in the statewide exposition to be held in Alaska during 1967, is considered next Mon. debate on any motions to the bill be limited to 30 minutes. p. 5334
8. ADJOURNED until Mon., Mar. 14. pp. 5337-8

HOUSE

9. DAYLIGHT TIME. The Interstate and Foreign Commerce Committee reported with amendments H. R. 6785, to establish uniform dates throughout the U. S. for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed (H. Rept. 1315). p. 5343
10. TAXATION. Conferees were appointed on H. R. 12752, the proposed Tax Adjustment Act of 1966 (p. 5340). The "Daily Digest" states that the conferees agreed to file a conference report on this bill on Mon., Mar. 14. (p. D193).
11. ECONOMIC REPORT. The "Daily Digest" states that the Joint Economic Committee "approved its report on the President's Economic Report." p. D193
12. LEGISLATIVE PROGRAM. Rep. Albert announced that on Tues., Mar. 15, the House will consider H. R. 6785, establishing uniform dates for daylight saving time. p. 5342
13. ADJOURNED until Mon., Mar. 14. p. 5342

ITEMS IN APPENDIX

14. RECREATION. Rep. Don Clausen inserted an editorial favoring the establishment

UNIFORM TIME ACT OF 1966

MARCH 10, 1966.—Ordered to be printed

Mr. STAGGERS, from the Committee on Interstate and Foreign Commerce, submitted the following

REPORT

[To accompany H.R. 6785]

The Committee on Interstate and Foreign Commerce, to whom was referred the bill (H.R. 6785) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

The amendment to the text strikes out all after the enacting clause and inserts in lieu thereof a substitute which appears in the reported bill in italic type.

The other amendment modifies the title to make it conform to the changes made by the amendment to the text.

PURPOSE AND SUMMARY OF THE BILL

The purpose of the bill is to establish uniform dates for the commencing and ending of daylight saving time in all States and jurisdictions where it is observed. The further purpose of the bill is to allow each State through enactment of State law to exempt itself on a statewide basis from the provisions of the bill which establish daylight saving time. Any State which elects to exempt itself and not follow daylight saving time would be required to observe standard time as provided for by the act of March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264). Thus the bill is designed to eliminate at least the greater part of the confusion and unnecessary costs which ensue from the current conflicting time standards which exist in the United States.

As reported, the bill, H.R. 6785, would—

1. Establish a policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the legislation.
2. Implement this policy by authorizing and directing the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within each standard time zone.
3. Require that all observance of daylight saving time commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.
4. Allow any State to exempt itself from the daylight saving time provisions but only if the State, through legislative action, provides that the entire State shall observe the standard time otherwise applicable under this legislation.
5. Express the intent of Congress that the section dealing with daylight saving time and the exception providing for any States remaining on standard time (sec. 3(a)) supersedes any laws of the States or political subdivisions thereof insofar as they may now or in the future provide for time changes different from those in section 3(a).
6. Empower the Interstate Commerce Commission to apply to the district courts of the United States for injunctive or other relief in the event of violations of the provisions related to daylight saving time.
7. Add 3 new zones to the existing zones, primarily to provide for Puerto Rico, Hawaii, and certain possessions of the United States.
8. Make the Administrative Procedure Act (5 U.S.C. 1001-1011) applicable to all proceedings under the legislation.
9. Provide that April 1, 1967, be the effective date of the legislation except that any State or political subdivision thereof observing daylight saving time in 1966 shall commence such observance at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

BACKGROUND AND NECESSITY FOR LEGISLATION

For many years there has been a continuing controversy over the virtues and shortcomings of daylight saving time. In the past the Committee on Interstate and Foreign Commerce has had occasion to consider various proposals aimed at establishing greater uniformity in the observance of time standards. Most recently, a hearing was held before the full committee on February 2, 1966, and in the 88th Congress a 2-day hearing was held before the Subcommittee on Commerce and Finance of the Committee on Interstate and Foreign Commerce on June 18 and August 4, 1964. Many of the parties who testified in 1966 also appeared at the 1964 hearing and it is the sense of the committee that an extensive record has been made by the Members of Congress who appeared before the committee, by the several transport and trade associations which offered testimony, and by the numerous other organizations and individuals in the Federal Government, State governments, municipal governments, and in nongovernment organizations which are representative of the entire spectrum of transportation and commerce in the Nation. There is a consensus approaching unanimity on the desirability of a greater adherence to uniform time standards from place to place throughout the Nation.

From earliest times the actual measure of time has been based upon the apparent daily revolution of the sun which, of course, is caused by the rotation of the earth. This apparent movement of the sun over any particular meridian is known as actual solar time but it varies from day to day, therefore, it is not practical as a standard. No clock has as yet been invented which accurately records the position of the sun in its relation to the earth exactly from day to day. Therefore, mean solar time—an arbitrary measurement or standard—was devised. This sets the time at which the sun passes over a given meridian. Mean solar time is based on a fictitious sun known as the “mean sun” which is imagined to move with perfect uniformity, sometimes behind the true sun, sometimes ahead of it.

With the advent of the railroads, it became apparent that additional adjustments would have to be made in the time standards. In the 1880's the railroads adopted a system which divides the continental United States into four sections (Eastern, Central, Mountain, and Pacific). Each of these is about 15° in width from east to west and the time of the central meridian of each section was adopted as the uniform railroad time for the entire section. This measurement of time became known as “standard” or “railroad” time and preceded any statutory provision on the subject. Gradually, this system came into general use in most places in the country and it was officially recognized by the National Government.

In World War I and again in World War II, the Federal Government enacted legislation setting daylight saving time for the entire Nation. For the most part, during the war periods these standards were observed without violations and without any particular difficulty. However, after the cessation of hostilities in World War II, many States and political subdivisions of States exercised their own discretion not only as to whether or not daylight saving time would be observed, but also as to what dates would control the commencement and termination of daylight saving time.

This same independence of local option also occurred in the 1920's, after a brief period of adherence to the Standard Time Act of 1918. That act has no enforcement procedures and at least in one case the Federal Standard Time Act has been construed as not in conflict with the exercise and use of different time standards (*Massachusetts State Grange v. Benton*, 10 F. 2d 515, affirmed 272 U.S. 525).

The confusion which is caused by the independent action not only of the several States but also of counties and municipalities within the States is perhaps best exemplified by what has now become a much repeated factual account of a 35-mile trip between Steubenville, Ohio, and Moundsville, W. Va. According to witnesses who have testified before the committee, until 1963, when West Virginia made daylight saving time mandatory on a statewide basis, travelers over this 35-mile stretch at certain times in the past year passed through seven different time changes. Situations such as this make it very difficult and very expensive for the transportation industry to publish intelligible timetables.

The testimony indicates that over the years millions of dollars and man-hours have been wasted in attempts to keep effective time schedules before the public. This problem, of course, is shared by bus operators, the railroads, and the air transportation system. Apart from this, but no less important, the traveling public, those involved in communications, those involved in commerce—in fact, virtually

everyone who moves from one place to another, or has any contact with localities distant from his own—has experienced the frustration which arises from conflicting and confusing time practices. Such experiences, no doubt, range from petty annoyances to tragic mishaps resulting from lack of uniformity in time practices.

PRIOR LEGISLATION ON TIME STANDARDS

It was not until 1918 that the Federal Government enacted legislation which, in large part, recognized the then existing railroad practices as to time standards (40 Stat. 450-451). This legislation vested the Interstate Commerce Commission with the responsibility for fixing the boundaries between the standard time zones in the continental United States. The 1918 act, section 3, provided for the annual advancing and retarding of standard time (daylight saving) but this section was repealed by act of Congress of August 20, 1919 (41 Stat. 280). By act of January 20, 1942, it was provided that the standard time of each zone in the continental United States be advanced 1 hour to be in effect until 6 months after termination of the then existing war. By act of September 25, 1945 (59 Stat. 537), it was provided that the provision to promote national security and defense through the establishment of daylight saving time should terminate and standard time should be returned as provided for each zone under the act of March 19, 1918. In addition, certain specific changes affecting Idaho and Texas which are not here pertinent have been enacted into Federal law (see 15 U.S.C. 264, Mar. 3, 1923, amended June 24, 1948, and 15 U.S.C. 265, Mar. 4, 1921).

The term "common carrier" as used in the Standard Time Act of March 19, 1918, as amended by this legislation, applies to common carriers engaged in all modes of transportation.

The prior legislation on time standards at the Federal level has not contained any enforcement provisions and as earlier indicated in this report except for limited periods of time many States and political subdivisions thereof have elected to set whatever standards have been deemed desirable for local purposes. Some States have no laws on time standards at all. Others have laws primarily related to the measure of time as it relates to contractual or other personal matters. Some States have legislation endorsing daylight saving time and one has legislation prohibiting the adoption of daylight saving time. Without attempting here to delineate the varieties of action and non-action in this field at the State and local community level it can be safely stated that such action and nonaction runs the gamut of this subject.

Judging from the cases available and the history of time standards in the United States the Committee concludes that the Congress has the constitutional power to enact legislation directed to removing the confusion that exists because of the conflicting State and local actions as to time standards.

COMMITTEE ACTION

Both through its open hearing and through several extensive executive sessions the Committee on Interstate and Foreign Commerce has given careful consideration to the numerous proposals relating to time standards which were before it. As indicated earlier, there is virtually no disagreement that it is now desirable to achieve

more uniform time standards. The disagreement continues to a greater or lesser degree as to the precise manner in which this desirable goal should be achieved. The bill, as reported, reflects the committee's efforts to conciliate the several different views on this subject in an effective manner. The committee now recommends enactment of the amended bill in order to eliminate the long-continuing, wasteful, and costly confusion in our country's time standards.

COST OF LEGISLATION

The committee does not foresee any increased need for appropriations on the part of any Federal agency as a result of enactment of this bill. The Interstate Commerce Commission does not anticipate that it will need additional resources or personnel to administer the legislation.

SECTION-BY-SECTION DESCRIPTION OF THE COMMITTEE AMENDMENT

The bill is reported by the committee with an amendment in the nature of a substitute. The following is a description of the amendment by sections:

SECTION 1

This section provides that this legislation may be cited as the "Uniform Time Act of 1966."

SECTION 2

This section states that it is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones. To carry out this policy the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time throughout each standard time zone.

SECTION 3

Subsection (a) provides that during the period commencing at 2 a.m. on the last Sunday of April of each year and ending at 2 a.m. on the last Sunday of October of each year, the standard time of each zone shall be advanced 1 hour and the time as so advanced shall be the standard time of such zone during such period. However, any State could by law exempt itself from the application of these provisions, but only if the law provided that the entire State (including all political subdivisions thereof) would observe the standard time otherwise applicable during such period under the so-called Standard Time Act (the act of March 19, 1918).

Subsection (b) declares that it is the express intent of the Congress to supersede any and all laws of the States or political subdivisions thereof insofar as they provide for different advances in time or change-over dates than those specified in section 3.

Under subsection (c), if any violation of section 3 occurs, the Interstate Commerce Commission or its duly authorized agent is empowered to apply to the U.S. district court for the district in which the violation occurs for the enforcement of the section. The court could enforce the section by injunction or other process.

SECTION 4

This section amends the first section and sections 2 and 4 of the act of March 19, 1918.

The first section of that act, as amended by this legislation, provides that the territory of the United States shall be divided into eight zones for the purpose of establishing the standard time of the United States. Under the act as now in effect, there are five zones. The three additional zones have been added so as to include the State of Hawaii, the Commonwealth of Puerto Rico, and certain possessions of the United States.

The standard time of the first zone would be based on the mean solar time of the 60th degree of longitude west from Greenwich; that of the second zone on the 75th degree; that of the third zone on the 90th degree; that of the fourth zone on the 105th degree; that of the fifth zone on the 120th degree; that of the sixth zone on the 135th degree; that of the seventh zone on the 150th degree; and that of the eighth zone on the 165th degree. However, the standard time established under this section would be subject to the daylight saving provisions of section 3 of this legislation.

Any change in the limits of any time zone would be made by an order of the Interstate Commerce Commission. This would be done after taking into consideration the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce.

Section 2 of the act of March 19, 1918, as it would be amended by this legislation would provide that common carriers of all modes which engage in interstate or foreign commerce shall insofar as practicable, observe the standard time of the zone or zones in which they operate. This section also provides that in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall insofar as practicable (as determined by the Interstate Commerce Commission) be the standard time of the zone within which the act is to be performed.

The committee is mindful that Greenwich time must be used for air navigation, air traffic control, weather reporting, and certain other purposes which serve the public interest. No change in these uses of Greenwich time will be required by this legislation.

Under section 4 of the act of March 19, 1918, as it would be amended by this legislation, the standard time of the eight zones would be given the following designations:

Atlantic standard time.—First zone (based on mean solar time of the 60th degree of longitude west from Greenwich).

Eastern standard time.—Second zone (based on mean solar time of the 75th degree of longitude west from Greenwich).

Central standard time.—Third zone (based on mean solar time of the 90th degree of longitude west from Greenwich).

Mountain standard time.—Fourth zone (based on mean solar time of the 105th degree of longitude west from Greenwich).

Pacific standard time.—Fifth zone (based on mean solar time of the 120th degree of longitude west from Greenwich).

Yukon standard time.—Sixth zone (based on mean solar time of the 135th degree of longitude west from Greenwich).

Alaska-Hawaii standard time.—Seventh zone (based on mean solar time of the 150th degree of longitude west from Greenwich).

Bering standard time.—Eighth zone (based on mean solar time of the 165th degree of longitude west from Greenwich).

SECTION 5

This section makes the Administrative Procedure Act applicable to proceedings under this legislation and the acts of March 19, 1918, and March 4, 1921.

SECTION 6

Under this section, the provisions of this legislation would take effect on April 1, 1967. However, if any jurisdiction observes daylight saving time in the year 1966, this observance would advance the standard time otherwise applicable in that jurisdiction by 1 hour and would be in effect from 2 a.m. on the last Sunday in April of 1966 until 2 a.m. on the last Sunday in October of 1966.

SECTION 7

This section defines the term "State," for the purposes of this legislation, to include the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States.

AGENCY COMMENTS

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your notice of January 24, 1966, concerning hearings to begin on February 1, 1966, on H.R. 6785, H.R. 6481, H.R. 1581, H.R. 76, H.R. 2424, H.R. 3385, H.R. 5055, H.R. 6134, H.R. 7167, H.R. 7867, H.R. 8394, H.R. 9023, H.R. 9066, H.R. 9152, H.R. 10573, and H.R. 11743, bills under various titles, which would seek to establish greater uniformity in the system of time standards.

This problem has been under consideration by the Congress for several years. As you know, there are two principal causes of confusion. First, many jurisdictions make independent decisions on whether to adopt daylight saving time or remain on standard time during the summer months. In consequence a patchwork of different times may be found in contiguous areas in many parts of the country. Second, States and local governments can and do select different dates for beginning and ending the use of daylight saving time. In some places daylight time is in force for 6 months, in other places for shorter periods. During the last session, the Senate passed S. 1404, a bill substantially similar to H.R. 6785 and H.R. 6481. These bills would

(1) declare it to be the policy of the United States to promote the adoption and observance of uniform time within the standard time zones; (2) provide that daylight saving time, if adopted, shall begin on the last Sunday in April and end on the last Sunday in October; and (3) increase the number of time zones from five to eight.

Adoption of any one of these bills would eliminate one of the sources of present confusion and for this reason we favor enactment of legislation such as H.R. 6785. We believe that effort should continue, through legislation if necessary, to obtain greater uniformity of time observance within the standard time zones.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
Washington, D.C., April 29, 1965;

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

My DEAR MR. CHAIRMAN: Your requests for comment on H.R. 76, H.R. 1581, H.R. 2424, H.R. 5055, H.R. 6134, H.R. 6481, and H.R. 7167, related bills to establish a uniform time system for the United States and for other purposes, have been assigned to this Department by the Secretary of Defense for the preparation of a report thereon expressing the views of the Department of Defense.

H.R. 76, H.R. 6134, H.R. 6481, and H.R. 7167 would establish a uniform date for the commencement of daylight saving time throughout the country. H.R. 2424 and H.R. 5055 would eliminate the use of any time but standard time throughout the country. H.R. 1581 would eliminate the use of the term "daylight saving time," but would permit the assignment of areas desiring it to the next time zone eastward, so their standard time would be the time of that zone.

H.R. 76, H.R. 2424, and H.R. 5055 would establish seven time zones in the United States: eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering, commencing at longitude 75° W., working westward in increments of 15 degrees. H.R. 1581, H.R. 6481, and H.R. 7167 would establish eight time zones in the United States: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering, commencing at longitude 60° W. and working westward in increments of 15 degrees.

H.R. 1581 and H.R. 7167 would place the power of definition of time zones and enforcement proceedings in the hands of an agency to be designated by Congress. The remaining bills would leave these powers with the Interstate Commerce Commission, where it presently resides.

H.R. 76, H.R. 1581, and H.R. 7167 provide for enforcement through a Federal district court injunction, civil action against persons who fail or refuse to comply, and criminal action against persons who willingly and knowingly violate the provisions of the bill. H.R. 2424 and H.R. 5055 provide for criminal sanctions against government officials or private individuals who violate the bill.

The Department of the Navy, on behalf of the Department of Defense, supports enactment of legislation to provide for a uniform system of time for the United States. No preference, however, is expressed as to the many bills pending before the 89th Congress.

Should H.R. 76 be the bill considered, it is recommended that the effective date, page 6, line 11, be changed to read "January 1, 1966." Should H.R. 1581 be the bill considered, it is recommended the title of the act, page 1, lines 3 to 4, be changed to read, "The Standard Time Act of 1965."

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that from the standpoint of the administration's program there is no objection to the presentation of this report for the consideration of the committee.

Sincerely yours,

C. R. KEAR, Jr.,
Captain, U.S. Navy, Acting Chief of Legislative Affairs
(For the Secretary of the Navy).

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., August 11, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further reply to your requests for the views of this Department concerning H.R. 76, H.R. 1581, H.R. 2424, H.R. 3385, H.R. 5055, H.R. 6134, H.R. 6481, and H.R. 7167, all of which relate to establishing time zones and standard time for the United States. The bills, except for H.R. 2424 and H.R. 5055, also make provision for daylight saving or advanced time.

This Department has reviewed the above-mentioned bills and also S. 1404, a related measure which has passed the Senate and is now pending before your committee. We prefer the provisions of S. 1404 as passed by the Senate.

S. 1404, if enacted, would be known as the Uniform Time Act of 1965.

Section 2 states the policy of the United States to promote the adoption and observance of uniform time. The Interstate Commerce Commission, which is designated as the agency to administer and enforce the act, is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone.

Section 3(a) would require that if daylight saving time is adopted by a State or political subdivision thereof it shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. Section 3(b) would supersede State and local law establishing different changeover dates.

Section 4 would amend existing law relating to the legal effect of time zone designation (15 U.S.C. 262) to provide that a time specified in a statute, order, rule, or regulation affecting Federal activity shall be understood to be, insofar as practicable, the federally established standard time, or the daylight saving time where established, for the area in question.

Section 5 of the bill would amend the Standard Time Act of 1918 to enlarge from five to eight the number of time zones established under the law. A new easternmost time zone based upon the mean solar time of the 60th degree of longitude west from Greenwich, to be known as Atlantic standard time, would be established. The present Alaska standard time zone would be redesignated Alaska-Hawaii standard time and two additional zones to be known as Yukon standard time and Bering standard time would be established.

Section 6 would make the Administrative Procedure Act applicable to proceedings under the act and to proceedings under the Standard Time Act of 1918.

The Department of Commerce recommends enactment of S. 1404.

There are two basic causes of the present confusion over time in the United States. The first is that a great number of political units make separate decisions on whether to adopt daylight savings time or remain on standard time during the summer months. In some cases the final decision is made by the State, in others by the locality. The result in many areas of the country is a patchwork of small areas using different time standards. The second cause of confusion is that States and political subdivisions select different dates for starting and stopping the use of daylight saving time. Some areas adopt daylight saving time for 6 months, others for 3 months, others for differing periods in between.

S. 1404 is aimed at correcting one of these two existing sources of confusion; namely, variations in the time of adoption and termination of daylight saving time. In those jurisdictions where daylight saving time is adopted its duration would be fixed by law. The bill does not make an attempt, however, to encourage greater uniformity in selecting standard or daylight saving time within a State or among a group of States.

Although we believe that greater regional uniformity in the selection of standard or daylight saving time would be valuable for facilitating interstate commerce and should be an early objective, we believe that S. 1404 would make a valuable contribution by standardizing the period during which daylight saving time would be in effect.

The other principal feature of the bill, the establishment of three new time zones, would give appropriate recognition to the position of our two newest States, Alaska and Hawaii, in our time zone nomenclature. It would also provide a convenient method of designation of the offshore time of our eastern seaboard.

In our report to the Senate on S. 1404, we referred to certain ambiguities in the bill and to certain technical difficulties which the bill could cause if enacted. The Senate Commerce Committee recommended amendments to S. 1404 which were adopted by the Senate. We believe that those amendments have removed the ambiguities and technical difficulties to which we earlier referred. The Department of Commerce strongly supports S. 1404 and recommends favorable action thereon.

We have been advised by the Bureau of the Budget that there would be no objection to the submission of our report from the standpoint of the administration's program.

Sincerely,

JAMES L. PARRIS,
Acting General Counsel.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,
Washington, D.C., February 3, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your invitation to make our views known on H.R. 1581 and a number of other bills concerned with the establishment of a more uniform system of time and a standard of time measurement within the United States. The principal and most significant difference in the bills appears to be that H.R. 1581, among others, would establish a uniform national system of time standards in the United States, while H.R. 6785, among others, would establish uniform dates throughout the United States for those State and local jurisdictions choosing to observe daylight saving time.

The existing Standard Time Act, enacted in 1918, is devoid of enforcement procedure, and the deficiencies of the act in general undoubtedly have contributed to the prevailing lack of uniformity of time observance across the Nation. In 1965, there were 36 States which observed daylight saving time. Of the 36 which observed it, 18 did so on the basis of local option, and only 16 of them observed the same switchover dates for going on and off daylight time.

Under such unsystematic procedures, with State and local governments acting independently, great confusion prevails with regard to time standards. In fact, there does not appear to be any single agency or other central source of information available today that can with certainty provide information as to precisely what time prevails on a given date on a community-to-community basis.

The major justification for Federal legislation establishing uniform practice throughout the country is that the present situation causes great confusion and unnecessary and wasteful practices in many areas of our economy. The most extreme problems are in the transportation industries where the railroads and busline estimate that the present nonuniformity in the adoption of daylight saving time costs them annually \$1,250,000 in the mere printing of schedules, not to mention the man-hours that go into actual revision of schedules. Similar problems are cited in the communications industries. It is a matter of concern to Federal, State, and local governments generally. It obviously has potentially significant implications for military preparedness and civil defense.

Because of the intergovernmental implications of the time uniformity question, our Commission specifically considered this matter at its January 1964 meeting. A current list of members is enclosed. In brief, the Commission considered these alternatives: (a) the status quo; (b) Federal legislation requiring uniformity of practice within a State; and (c) Federal legislation mandating uniform practice throughout the country. The Commission, without dissent, favored the third course.

Consequently, the Commission strongly recommends that the Congress take action to establish national time uniformity, so that the present costly and often confusing disparity in governmental policies in promulgating daylight saving time may be eliminated. We believe that H.R. 1581 best accomplishes this objective.

Major progress toward uniform practice throughout the country would also be achieved by H.R. 6785, S. 1404 as proposed in the Senate, and related bills. If such legislation were adopted by the Congress, the Commission would urge enactment by the States of a uniform time law. Such legislation is already contained in our Commission's 1966 State legislative program. It is designed to achieve intrastate uniformity, wherein either the entire State would remain on standard time or would go to daylight saving time on a statewide basis with the beginning and ending dates coinciding with those specified in the Federal legislation now being considered by your committee. A copy of the Commission's proposed model State legislation is enclosed.

Sincerely yours,

WM. G. COLMAN,
Executive Director.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,
JANUARY 1966

Frank Bane, Chairman.

Thomas H. Eliot, Vice Chairman.

William O. Beach, county judge, Montgomery County, Tenn.

Neal S. Blaisdell, mayor, Honolulu, Hawaii.

Edward Connor, supervisor, Wayne County, Mich.

Marion Crank, House of Representatives, Arkansas.

John Dempsey, Governor of Connecticut.

C. George DeStefano, member of the State Senate, Rhode Island.

Florence P. Dwyer, Mrs., Member of the House of Representatives.

Sam J. Ervin, Jr., Member of the Senate.

L. H. Fountain, Member of the House of Representatives.

Henry H. Fowler, Secretary of the Treasury.

Orville L. Freeman, Secretary of Agriculture.

Herman Goldner, mayor, St. Petersburg, Fla.

Eugene J. Keogh, Member of the House of Representatives.

Richard Lee, mayor, New Haven, Conn.

Karl E. Mundt, Member of the Senate.

Edmund S. Muskie, Member of the Senate.

Arthur Naftalin, mayor, Minneapolis, Minn.

Nelson A. Rockefeller, Governor of New York.

Carl E. Sanders, Governor of Georgia.

Robert E. Smylie, Governor of Idaho.

Adelaide Walters, Mrs., citizen member, Chapel Hill, N.C.

Robert C. Weaver, Secretary, Department of Housing and Urban Development.

Charles R. Weiner, member of the State Senate, Pennsylvania.

Barbara A. Wilcox, Mrs., county commissioner, Washington County, Oreg.

Wm. G. Colman, Executive Director.

UNIFORM TIME LAW ¹

The variation in the use of daylight saving time throughout the country has caused significant problems. These problems are particularly acute for industrial and commercial concerns engaged in transportation and communication but involve many others, particu-

¹ Included in the Council of State Governments' Suggested State Legislation:

larly when individual communities exercise local option in deciding whether or not to go on daylight saving time. The problem exists because of the variation within the standard time zones both in the decisions by States and their subdivisions to use daylight saving time and in the decisions regarding the time to commence and end daylight saving time.

During 1965, 36 States have some provision for the observance of daylight saving time, but in only 18 does it apply throughout the State. In the other 18 States, a form of local option or limited authorization by the State legislature provides the means for adoption of daylight saving time. Furthermore, daylight saving time begins and ends at different times in different jurisdictions. Sixteen States, all but one of which are among the 18 States in which daylight saving time applies throughout the State, have a uniform period for its use which begins the last Sunday of April and ends the last Sunday in October. Daylight saving time in the other 20 States, whether on a statewide or local option basis, begins and ends at various times during the calendar year. In only three areas do contiguous States uniformly observe daylight saving time on a statewide basis. These are: (1) California and Nevada; (2) Illinois and Wisconsin; and (3) a group of 10 Northeastern States comprised of Maine, Vermont, New Hampshire, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Delaware, and Pennsylvania. Variations can become so complex that in one State with local option there were 23 different combinations of starting and stopping dates for daylight saving time in 1964.

It should also be noted that two States currently observe daylight saving time "in reverse," i.e., they are located in the central standard time zone but portions of the two States (North Dakota and Texas) observe mountain standard time.

Various solutions to the problem of time confusion in the United States have been proposed. Present Federal legislation consists of the Standard Time Act which was enacted in 1918 and has been substantially unchanged since that time. It gives the Interstate Commerce Commission the responsibility of fixing the boundaries between standard time zones in the continental United States but does not refer to daylight saving time. The standard time zones are not mandatory with the States; but the act does declare that in statutes or regulations which specify a time of performance by any Federal officer or time within which rights shall accrue, it is intended and understood that the time shall be standard time. Bills have been introduced in Congress to require national time uniformity, including daylight saving time, within nationally established time zones. Such bills have frequently been limited in their mandatory provisions to apply only to interstate travel and Federal Government business. Bills have also been introduced to require intrastate uniformity, either as to the observance of daylight saving time, its duration, or both.

Another approach, and that which is taken in the suggested legislation, is for the States that wish to observe daylight saving time to require by State legislation its adoption throughout the State, beginning and ending on a uniform basis. The most widely accepted dates for this purpose are the last Sunday of April and the last Sunday of October. If the objective of intrastate uniformity in the observance of daylight saving time and interstate uniformity to the extent that

States observe daylight saving time is to be achieved, it is essential that these two dates be specified.

SUGGESTED LEGISLATION

[Title should conform to State requirements. The following is a suggestion: "An Act to provide for uniform time."]

(Be it enacted, etc.)

Section 1. Standard of Time.

(a) The standard time in this State shall be the solar time of the [] meridian west of Greenwich commonly known as [] standard time. [Notwithstanding the foregoing, the standard time in this State, between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian on the last Sunday in October of each year, commonly known as daylight saving time, shall be one hour in advance of that prescribed above.]²

(b) All departments of the State government, and all [counties, cities, towns, and villages] shall use the standard of time prescribed in subsection (a) hereof.

(c) All persons operating or maintaining places of business or engaged in business activity shall use the standard of time prescribed in subsection (a) hereof.

Section 2. Effective Date. [Insert effective date.]

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 15, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. HARRIS: This responds to your requests for the views of this Department on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States, and local jurisdictions where it is observed, and for other purposes, and H.R. 6134, a similar bill to provide a uniform period for daylight saving time.

We recommend enactment of one of the bills.

The bill would require that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. The bill does not require that daylight saving time be adopted, it merely provides that whenever it is adopted it must be on a uniform basis throughout the Nation.

We believe that the enactment of the bill will be of considerable benefit in conducting the business of the Government. Our experience has been that there is always confusion during the months of the daylight saving period as to what areas use it and regarding the date on which it begins and ends in any given area. The enactment of the bill would solve the second problem and, we would hope, would serve to promote the adoption of daylight saving time in all areas

² The bracketed language is designed for those States wishing to use daylight saving time. It should be emphasized that if uniformity is to be achieved, it is essential that the two dates shown be specified. States located in more than one time zone would have to revise this section to identify and refer to the two zones.

engaging in interstate business. We believe that enactment of the bill should make for a more efficient use of telephone and teletype communications and, therefore, result in a savings for the Government.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

D. OTIS BEASLEY,
Assistant Secretary of the Interior.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D.C., June 11, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for our views concerning the bill H.R. 6481, which proposes to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those areas where it is observed.

The measure would standardize the dates on which daylight saving time would begin in the spring and end in the fall. It provides that every State and local jurisdiction would be free to determine for itself whether or not it wanted to observe daylight saving time, but if it adopted such time it would be required to observe that time from the fourth Sunday in April to the last Sunday in October.

In addition, the bill would revise the present law (15 U.S.C. 261-263) relating to the present standard time zones (eastern, central, mountain, Pacific, and Alaska) by establishing eight standard time zones: (1) Atlantic, (2) eastern, (3) central, (4) mountain, (5) Pacific, (6) Yukon, (7) Alaska-Hawaii, and (8) Bering; and require that the Administrative Procedure Act apply to proceedings of the Interstate Commerce Commission relating to boundaries of such standard time zones.

We favor the general objectives of this legislation because it will eliminate much of the confusion resulting from a lack of uniformity in the adoption of daylight saving time by various jurisdictions. The measure, however, though providing for a desirable uniformity in dates for the daylight changeovers for all those jurisdictions which will voluntarily use daylight time, falls short of the goal of complete uniformity by failing to make daylight time mandatory for all jurisdictions.

Though a mandatory and uniform daylight saving time for the country as a whole would best serve the interest of mail transportation, the proposed legislation is a step in the right direction. For that reason we favor its enactment. It will, we believe, in some measure benefit mail transportation by definitely fixing daylight saving time areas and standardizing the date periods.

The Bureau of the Budget has advised that from the standpoint of the administration's program there is no objection to the submission of this report to the committee.

Sincerely yours,

FREDERICK C. BELEN,
Acting Postmaster General.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 22, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives.*

DEAR MR. CHAIRMAN: This is in reply to your request of March 25, 1965, for a report on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

This Department concurs in the objective of standardizing the time zones as much as appropriate. However, since the bill does not affect the Department's responsibilities, we have no specific recommendation to make.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

THE GENERAL COUNSEL OF THE TREASURY,
Washington, D.C., April 15, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce, House of
Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on H.R. 6481, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The proposed legislation (1) would direct the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout the standard time zones established by law, (2) would provide that whenever any State or political subdivision thereof, or the District of Columbia, adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October, and (3) would provide for four time zones in Alaska.

Since the proposed legislation relates to matters primarily within the jurisdiction of the Interstate Commerce Commission, the Treasury has no comments to make on the merits of the bill.

The Department has been advised by the Bureau of the Budget that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely yours,

FRED B. SMITH,
Acting General Counsel.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF EMERGENCY PLANNING,
Washington, D.C., April 9, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for comments of this office concerning H.R. 6481, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The Office of Emergency Planning defers to those departments and agencies having a more direct interest in the subject matter.

From the standpoint of the administration's program, the Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

FRANKLIN B. DRYDEN
(For Director Buford Ellington).

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., August 4, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Your letter of March 25, 1965, requested the views of the General Services Administration on H.R. 6481, 89th Congress, a bill "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes."

In addition to the purpose of the bill stated in the title, the proposed measure would provide for the establishment of eight standard time zones to replace present five standard time zones, in the United States.

GSA has no objection to the enactment of H.R. 6481.

The enactment of the proposed legislation would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the administration's program, there is no objection to the submission of this report to your committee.

Sincerely yours,

LAWSON B. KNOTT, Jr.,
Administrator.

FEDERAL AVIATION AGENCY,
Washington, D.C., August 6, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request of March 25, 1965, for the views of this Agency with respect to H.R. 6481, a bill

"To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes."

This bill would amend the act entitled "An act to save daylight and to provide standard time for the United States" (15 U.S.C. 261-64), to provide uniform observance of daylight saving time during certain months of the year.

The time established by the bill is to govern, among other things, "the movement of all common carriers in interstate commerce." Assuming this phrase is given no broader scope than that given the identical phrase in the 45-year-old statute being amended, H.R. 6481 will not affect this Agency's necessary use of Greenwich mean time in communications relating to air traffic control, weather reporting, flight information services and aerial navigation. On this understanding, and since the subject matter of H.R. 6481 is not otherwise within the purview of this Agency, we have no comment on the bill.

The Bureau of the Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely,

(Signed) WILLIAM F. McKEE,
Administrator.

FEDERAL MARITIME COMMISSION,
Washington, D.C., June 30, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The Federal Maritime Commission has received detailed information on the subject of time uniformity from the Committee for Time Uniformity. As a result of studying this information, we now affirmatively comment on the proposed bill H.R. 6481.

This bill would establish a uniform daylight saving time period throughout the United States covering all States or jurisdictions which choose to observe daylight saving time. It would also amend the Standard Time Act of 1918 to create new time zones to meet the needs of Alaska and Hawaii.

Further, the bill would establish eight time zones. The Atlantic standard time zone would be established east of the present eastern time zone. The present eastern, central, mountain, and Pacific time zones would be retained. The present Alaska standard time zone would be abolished and the Yukon, Alaska-Hawaii, and Bering time zones would be established west of the present Pacific time zone. The limits of each zone would be defined by the Interstate Commerce Commission after taking into consideration convenience of commerce and existing operations of common carriers engaged in interstate commerce.

We believe that there is a need for legislation to establish uniform time standards because it would facilitate shipments of cargo and movement of passengers by eliminating confusion and achieving greater expediency. Accordingly, we support legislation to accomplish these ends.

The Bureau of the Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely yours,

JOHN HARLLEE,
Rear Admiral, U.S. Navy (Retired), Chairman.

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., May 4, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request seeking this Commission's comments on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

Enclosed please find copies of our comments on this bill and on H.R. 6785 and S. 1404, which are all substantially identical. We are advised by the Bureau of the Budget that from the standpoint of the administration's program there is no objection to the presentation of this report to your committee.

Yours sincerely,

E. WILLIAM HENRY, *Chairman.*

COMMENTS OF THE FEDERAL COMMUNICATIONS COMMISSION ON S. 1404, H.R. 6481, AND H.R. 6785, 89TH CONGRESS, BILLS TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

S. 1404, H.R. 6481, and H.R. 6785 are nearly identical. These bills are designed to make the dates for daylight saving time uniform throughout the United States. They provide that in those States and local jurisdictions where daylight saving time is observed, it shall commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

The bills increase the number of time zones in the United States from five to eight. They provide that daylight saving time adopted by any State or political subdivision thereof, or the District of Columbia, shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States or by any representative thereof, and shall be understood to be the time referred to in "all statutes, orders, rules, and regulations relating to the time * * * within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States." (Sec. 4.) The Interstate Commerce Commission is authorized to enforce the observance of the provisions of the bills.

The Commission has been represented on the Committee for Time Uniformity and has cooperated with that group in its efforts to alleviate some of the confusion stemming from the existing patchwork of

local daylight saving time legislation. However, to the extent that section 4 might be construed to make locally adopted daylight saving time applicable to broadcast licensees or permittees, thereby changing their permissible hours of operation as governed by the Commission's rules, these bills give us serious concern.

A few general characteristics of radio transmission should be briefly noted as an aid in understanding our concern. The physical behavior of standard broadcast signals is vastly different day and night. Part of the energy radiated from the transmitting antenna of a broadcast station travels closely along the earth's surface and is called a groundwave signal. The portion of the energy which travels upward and outward from the transmitter into the upper atmosphere is, during daylight hours, so weakened by absorption in the atmosphere before being returned to the earth that it may usually be neglected. However, at night, that portion of the radio signal emitted outward and upward is reflected back strongly to earth at distances much greater than the reach of groundwave signals. Because of this phenomenon, known as skywave transmission, the majority of standard broadcast stations throughout the United States are required to leave the air, reduce power, and/or employ directional antenna systems during the nighttime hours in order to avoid widespread skywave interference within the protected service areas of other stations assigned to the same channel. Since skywave interference is affected by the degree of light or darkness along the transmission path, the Commission, in its rules governing the hours of operation of standard broadcast stations, is basically concerned with determining local astronomical or "sun" time. However, it is necessary that "sun" time be related to meaningful standards (as, for example, eastern standard time), and average monthly sunrise and sunset times are set forth in license documents in terms of standard time.

To illustrate the problems created by these bills, suppose that, based upon average sunrise and sunset times, a radio station is authorized to operate during the month of May from 6 a.m. until 7 p.m. local standard time. If the community where that station is located adopts daylight saving time, section 4 of these bills might cause the time specified in the station's authorization to be understood to refer to daylight saving time. The station would thus operate from 6 a.m. until 7 p.m., local daylight saving time (which is 5 a.m. until 6 p.m., standard time). This means the station would begin operation with its daytime facilities 1 hour before sunrise and go off the air, or convert to nighttime facilities, 1 hour before sunset.

The net result of such a situation is that the operation prior to sunrise would violate the North American Regional Broadcasting Agreement and the Agreement Between the United States of America and Mexico. Such operation would also violate the Commission's rules, and could cause undue interference to other domestic stations operating on the same frequency thereby resulting in modification of the licenses of the stations subjected to such interference. Moreover, such a station operating in accordance with local daylight saving time would be deprived of an hour's operating time in the early evening.

The Commission therefore recommends that there be appropriate legislative action to avoid the possibility of these highly undesirable results. Such action could be in the form of a proviso in the bills or a section in the committee report making clear the inapplicability of

the bills to the hours of operation of broadcast stations as established by the Commission. Thus, the following proviso could be inserted at the end of section 4: "*Provided, That nothing in this act shall affect the hours of operation of broadcast stations as established by the Federal Communications Commission.*" If this recommendation is adopted, the Commission would have no objection to the enactment of S. 1404, H.R. 6481, or H.R. 6785.

Adopted: April 21, 1965.

CIVIL AERONAUTICS BOARD,
Washington, D.C., June 3, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your letters of March 25 and April 9, 1965, requesting reports by the Board on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and H.R. 7167, a bill to establish a uniform system of time standards and measurements for the United States and to require the observance of such time standards for all purposes.

H.R. 6481 declares it to be the policy of the United States to promote the adoption of uniform time within the existing standard time zones prescribed by the Standard Time Act of March 19, 1918 (40 Stat. 450), and directs the Interstate Commerce Commission, which has the responsibility of defining the limits of existing zones under such act, to foster the uniform observance of the same standards of time throughout each zone. States or political subdivisions thereof electing to adopt daylight saving time would be required to commence such time on the last Sunday in April and end it on the last Sunday in October, and the Commission would be authorized to seek injunctive relief from the Federal courts for violations of the changeover dates. Daylight saving time adopted in accordance with the provisions of the bill would be the exclusive time for the transaction of business by Federal offices.

H.R. 7167, which is identical to draft legislation submitted to the Congress by the Interstate Commerce Commission, differs principally from H.R. 6481, in that it would be administered by such agency as might be designated by the Congress rather than by the Commission; the Standard Time Act would be repealed and time zones would be prescribed for the United States, with the administering agency being authorized to fix the boundaries thereof; the administering agency would be authorized, where desirable in the public interest, to establish an "advanced" standard of time (the equivalent of daylight saving time) for a zone; and the standard time of each zone would be the exclusive measure of time for the transaction of all public business by the Federal or State Governments and by all persons in their business relations with the public, except for scientific purposes and for other purposes expressly exempted.

The Board is in accord with the objectives of the bills to provide a more uniform system of time standards for the United States. The interests of air transportation, as well as other forms of transportation, would be furthered by greater uniformity in time changes on a nation-

wide basis. Air carriers distribute timetables showing time at individual points because of variations in time observance in different parts of the country. The establishment of uniform cutoff dates for the commencement and termination of daylight saving time would result in cost savings to the industry as well as greater convenience to the traveling public.

Thus, either of the bills would assist in relieving the confusion which exists at the present time. However, the Board believes that in the long run the interests of both carriers and travelers would be better served by a more comprehensive measure such as H.R. 7167.

The Board has been advised by the Bureau of the Budget that there is no objection to the submission of this report from the standpoint of the administration's program.

HAROLD R. SANDERSON,
Secretary
(For the Civil Aeronautics Board).

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., May 7, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. HARRIS: The Commissioners of the District of Columbia have for report H.R. 6481, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The purpose of the bill is primarily to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 3(a) of the bill provides that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence on the last Sunday in April and shall end on the last Sunday in October. The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953 (67 Stat. 23, sec. 28-2804, D.C. Code) to advance the standard time applicable to the District 1 hour for this same period. For the past several years, pursuant to such authority, the Commissioners have established the entire period as the daylight saving time period in the Nation's Capital.

Since the provisions of the bill would not change the present practice in the District of Columbia, but would, in fact, standardize the practice in other political subdivisions with the practice now followed by the District, the Commissioners favor its enactment.

The Commissioners have been advised by the Bureau of the Budget that from the standpoint of the administration's program there is no objection to the submission of this report to the Congress.

Yours very sincerely,

WALTER N. TOBRINER,
President, Board of Commissioners, District of Columbia.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D.C., August 9, 1965.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for a report on H.R. 7167, establishing a uniform system of time standards and measurement for the United States.

The measure would establish eight standard time zones for the territory of the United States. Under present law (15 U.S.C. 263) there are five zones: eastern, central, mountain, Pacific, and Alaska. The zones to be established by the proposed legislation would be: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering. The standard time of a zone, with certain exceptions, would be the time for the transaction of all government business, and for observance by all persons in civil and business relations with the public.

H.R. 7167 would also provide for daylight saving time, and allow the administering agency to determine whether a given zone (or subzone) should be on advanced time from the last Sunday in April to the last Sunday in October of each year.

We favor the general objective of the legislation which is to eliminate the confusion resulting from a lack of uniformity in the adoption of daylight saving time by various jurisdictions. The measure, however, though providing for a desirable uniformity in dates for the daylight changeovers for all those jurisdictions which will use daylight time, falls short of the goal of complete uniformity by failing to prescribe daylight time for all jurisdictions.

Section 7 of the bill, for example, would authorize establishment of subzones within the standard zones, transferring them eastward to the next adjacent standard time zone during the period from the last Sunday in April to the last Sunday in October. Though giving the effect of daylight time to the subzone, it continues the present undesirable situation of having daylight time in one part of a standard zone but not in another.

Though a mandatory and uniform daylight time for the country as a whole would best serve the interest of mail transportation, the proposed legislation is at least a step in the right direction, and for that reason we favor its enactment. It will, we believe, in some measure benefit mail transportation by definitely fixing daylight time areas and standardizing the date periods.

The Bureau of the Budget has advised that from the standpoint of the administration's program there is no objection to the submission of this report to the committee.

Sincerely yours,

(Signed) JOHN A. GRONOUSKI,
Postmaster General.

FEDERAL AVIATION AGENCY,
Washington, D.C., August 6, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for the views of this Agency with respect to H.R. 7167, a bill to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes.

This bill provides for the establishment of a uniform system of time standards based upon the general zone system of standard time. The exact limits of the respective time zones are to be determined by the administering agency.

Section 9(b) provides an exception to the use of standard time in a given zone for "air navigation, air traffic control, and related activities." In the conduct of many of this Agency's activities, such as air traffic control, weather reporting, flight information services, and aerial navigation, we have adopted Greenwich mean time as the standard time for all required communications, both external and internal. This internationally agreed standard has been adopted to standardize as much as possible an increasingly complex activity, to permit more adequate separation of air traffic moving across time zones with increasing speed and volume, and to facilitate the growing use of computers within the system which requires the use of one standard time for programing purposes. We believe the continued use of Greenwich mean time for these purposes is imperative and that the exception provided for "air navigation, air traffic control, and related activities" is appropriate.

The other aspects of this bill are not within the purview of this Agency and on them we defer to the views of other interested agencies.

The Bureau of the Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely,

(Signed) WILLIAM F. MCKEE,
Administrator.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., July 8, 1965.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.

DEAR MR. HARRIS: The Commissioners of the District of Columbia have for report H.R. 7167, 89th Congress, a bill to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes.

The primary purpose of the bill is to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 7(a) of the bill provides, among other things, that in the case of any zone or subzone (as defined by the bill) determined by an agency (designated by Congress), the agency may determine that in each year, from 2 a.m. on the last Sunday in April until 2 a.m. on the last Sunday in October, such zone or subzone, shall be on advanced

time and shall be transferred to and made a part of the zone immediately to the east, and the legal time of such zone or subzone shall be the standard time of the zone into which it is temporarily transferred.

Section 7(b) provides that until the agency determines to place or not to place any zone or subzone on advanced time as provided in subsection (a), "daylight saving" or other advanced time may continue to be observed in such zone or in any portion, but only if such "daylight saving" or other advanced time commences at 2 a.m. on the last Sunday in April and ends at 2 a.m. on the last Sunday of October of each year.

The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953, as amended (67 Stat. 23; sec. 28-2804, District of Columbia Code), to advance the standard time applicable to the District 1 hour for the same period. Pursuant to such authority, the Commissioners have for the past several years established the entire period as daylight saving time in the District.

However, section 18(b) of the bill repeals this statute, but does not change the present practice in the District of Columbia and would in fact standardize the practice in other political subdivisions with the practice now followed by the District. In light of the foregoing, the Commissioners favor enactment of the bill.

The Commissioners have been advised by the Bureau of the Budget that, from the standpoint of the administration's program, there is no objection to the submission of this report to the Congress.

Sincerely yours,

WALTER N. TOBRINER,
*President, Board of Commissioners,
District of Columbia.*

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

ACT OF MARCH 19, 1918, AS AMENDED (40 STAT. 450-451; 15 U.S.C. 261-264)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, for the purpose of establishing the standard time of the United States, the territory of [continental] the United States shall be divided into [five zones in the manner hereinafter provided. The standard time of the first zone shall be based on the mean astronomical time of the seventy-fifth degree of longitude west from Greenwich; that of the second zone on the ninetieth degree; that of the third zone on the one hundred and fifth degree; that of the fourth zone on the one hundred and twentieth degree; and that of the fifth zone, which shall include only Alaska, on the one hundred and fiftieth degree. That the] eight zones in the manner provided in this section. Except as provided in section 3(a) of the Uniform Time Act of 1966, the standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from

Greenwich; that of the second zone on the seventy-fifth degree; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundredth and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce [between the several States and with foreign nations], and any such order may be modified from time to time. As used in this Act, the term "interstate or foreign commerce" means commerce between a State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States and any place outside thereof.

SEC. 2. [That within the respective zones created under the authority hereof the standard time of the zone shall govern the movement of all common carriers engaged in commerce between the several States or between a State and any of the Territories of the United States, or between a State or the Territory of Alaska and any of the insular possessions of the United States or any foreign country.] *Within the respective zones created under the authority of this Act the standard time of the zone shall insofar as practicable (as determined by the Interstate Commerce Commission) govern the movement of all common carriers engaged in interstate or foreign commerce. In all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall insofar as practicable (as determined by the Interstate Commerce Commission) be the United States standard time of the zone within which the act is to be performed.*

SEC. 3. In the division of territory, and in the definition of the limits of each zone, as hereinbefore provided, so much of the State of Idaho as lies south of the Salmon River, traversing the State from east to west near forty-five degrees thirty minutes latitude shall be embraced in the third zone: *Provided*, That common carriers within such portion of the State of Idaho may conduct their operations on Pacific time.

[SEC. 4. That the standard time of the first zone shall be known and designated as United States Standard Eastern Time; that of the second zone shall be known and designated as United States Standard Central Time; that of the third zone shall be known and designated as United States Standard Mountain Time; that of the fourth zone shall be known and designated as United States Standard Pacific Time; and that of the fifth zone shall be known and designated as United States Standard Alaska Time.]

SEC. 4. *The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the*

fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time.

SEC. 5. That all Acts and parts of Acts in conflict herewith are hereby repealed.

ADDITIONAL VIEWS ON H.R. 6785

The subject of uniform time has been discussed in the Congress as long as we can remember. Everyone who speaks on the subject favors uniform time as long as everyone else will conform to the system which he favors. Any other uniform time is onerous. Time zones established under the 1918 legislation were constituted in such a way as to take care of some major problems such as keeping Gary, Ind., and Chicago in the same zone. Later on it became apparent that the interests of some areas and even individual communities dictated a variation from the established time. A city near a zone line and in State A whose whole economic structure was geared to the activities of the area across the time zone line and located in State B could not afford to go along with a decision which put it on a different time from its natural trading and business area. The result has been rather hodgepodge and at times downright frustrating, especially for transportation systems. It is for these reasons that, although Congress has had the authority to impose a great degree of uniformity, it could never be agreed upon. These reasons have not changed.

Because of the difficulty in reconciling what have been recognized to be valid differences of interest, and in an attempt to make some progress toward uniformity which would materially help the transportation and communications media, the bill, H.R. 6785, was introduced. The transportation systems have indicated a most earnest desire to just know when States or localities change from standard to daylight if they do so. That was Chairman Staggers' bill, and we feel that it would have made a great stride in the right direction. We supported that idea and still do.

Changes made in the committee by way of amendment now present a bill that many States and localities will find difficult to live with. Although it would be helpful to have the same time throughout an entire State, that is not to be. The bill in its present form requires the entire United States to go on daylight time on a given date and stay there until a given date unless the legislature meets and decides that the State shall not do so. Then the entire State must perforce remain on standard time. This ignores the realities and attempts to force action by legislatures which may be very difficult. Its purpose is obviously to make it very tough for a State to avoid using daylight time. This is not right. At the very least it should be left to the legislature to decide whether it wishes to go along with the idea, without coercion.

The more the issue is discussed and the more individual and distinctive problems arise, the more confusion reigns. It therefore becomes apparent that Congress and the public would also be confused by the bill in its present form. We feel that we must oppose it in this form and suggest a return to the original concept embodied in H.R. 6785 as introduced by Chairman Staggers. It would make good sense and also great progress merely to require that any State or locality desiring to use daylight time must do so only from the last Sunday in April to the last Sunday in October.

ANCHER NELSEN.
JAMES T. BROYHILL.
G. CUNNINGHAM.

Union Calendar No. 560

89TH CONGRESS
2D SESSION

H. R. 6785

[Report No. 1315]

IN THE HOUSE OF REPRESENTATIVES

MARCH 25, 1965

Mr. STAGGERS introduced the following bill; which was referred to the Committee on Interstate and Foreign Commerce

MARCH 10, 1966

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Uniform Time Act of
4 1965".

5 SEC. 2. It is the policy of the United States to promote
6 the adoption and observance of uniform time within the
7 standard time zones prescribed by the Act entitled "An Act
8 to save daylight and to provide standard time for the United

1 States", approved March 19, 1918 (40 Stat. 450; 15
2 U.S.C. 261-263), and the Act entitled "An Act to transfer
3 the Panhandle and Plains section of Texas and Oklahoma
4 to the United States standard central time zone", approved
5 March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this
6 end the Interstate Commerce Commission is authorized and
7 directed to foster and promote widespread and uniform adop-
8 tion and observance of the same standards of time within
9 and throughout each standard time zone as prescribed by
10 such Acts.

11 SEC. 3. (a) Whenever any State or political subdivi-
12 sion thereof or the District of Columbia adopts daylight sav-
13 ing time, such time shall commence at 2 o'clock antemeridian
14 on the last Sunday in April and shall end at 2 o'clock ante-
15 meridian on the last Sunday in October and shall advance the
16 standard time otherwise applicable by one hour.

17 (b) It is hereby declared that it is the express intent of
18 Congress by this section to supersede any and all laws of the
19 States or political subdivisions thereof insofar as they may
20 now or hereafter provide for advances in time or changeover
21 dates different from those specified in this section.

22 (c) For any violation of the provisions of this section
23 the Interstate Commerce Commission or its duly authorized
24 agent may apply to the district court of the United States in
25 which such violation occurs for the enforcement of this sec-

1 tion; and such court shall have jurisdiction to enforce obedi-
2 ence thereto by writ of injunction or by other process;
3 mandatory or otherwise, restraining against further viola-
4 tions of this section and enjoining obedience thereto.

5 SEC. 4. Notwithstanding the provisions of section 2 of
6 the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262),
7 whenever any State or political subdivision thereof or the
8 District of Columbia adopts daylight saving time consistent
9 with the provisions of section 3 of this Act, in all statutes,
10 orders, rules, and regulations relating to the time of perform-
11 ance of any act by any officer or department of the United
12 States, whether in the legislative, executive, or judicial
13 branches of the Government, or relating to the time within
14 which any rights shall accrue or determine, or within which
15 any act shall or shall not be performed by any person subject
16 to the jurisdiction of the United States, it shall be understood
17 and intended that such time during such period shall be said
18 daylight saving time, and such time shall be the exclusive
19 time within such State or political subdivision or the District
20 of Columbia, as the case may be, for the transaction of all
21 public business by any department, agency, or court of the
22 United States, or by any officer, agent, employee, or repre-
23 sentative of any such department, agency, or court.

24 SEC. 5. (a) The first section of the Act entitled "An Act
25 to save daylight and to provide standard time for the United

1 States", approved March 19, 1918, as amended (40 Stat.
2 450; 15 U.S.C. 261), is amended to read as follows:

3 "That for the purpose of establishing the standard time
4 of the United States, the territory of the United States shall
5 be divided into eight zones in the manner provided in this
6 section. The standard time of the first zone shall be based
7 on the mean solar time of the sixtieth degree of longitude
8 west from Greenwich; that of the second zone on the seventy-
9 fifth degree of longitude; that of the third zone on the nine-
10 tieth degree; that of the fourth zone on the one hundred and
11 fifth degree; that of the fifth zone on the one hundred and
12 twentieth degree; that of the sixth zone on the one hundred
13 and thirty-fifth degree; that of the seventh zone on the one
14 hundred and fiftieth degree; and that of the eighth zone on
15 the one hundred and sixty-fifth degree. The limits of each
16 zone shall be defined by an order of the Interstate Com-
17 merce Commission, having regard for the convenience of
18 commerce and the existing junction points and division points
19 of common carriers engaged in commerce between the sev-
20 eral States and with foreign nations; and such order may be
21 modified from time to time."

22 (b) Section 4 of such Act (40 Stat. 451; 15 U.S.C.
23 263) is amended to read as follows:

24 "SEC. 4. The standard time of the first zone shall be
25 known and designated as Atlantic standard time; that of the

1 second zone shall be known and designated as eastern stand-
2 ard time; that of the third zone shall be known and desig-
3 nated as central standard time; that of the fourth zone shall
4 be known and designated as mountain standard time; that
5 of the fifth zone shall be known and designated as Pacific
6 standard time; that of the sixth zone shall be known and
7 designated as Yukon standard time; that of the seventh zone
8 shall be known and designated as Alaska-Hawaii standard
9 time; and that of the eighth zone shall be known and desig-
10 nated as Bering standard time.”

11 SEC. 6. The Administrative Procedure Act (5 U.S.C.
12 1000-1011) shall apply to all proceedings under this Act,
13 the Act entitled “An Act to save daylight and to provide
14 standard time for the United States”, approved March 19,
15 1918, as amended, and the Act entitled “An Act to trans-
16 fer the Panhandle and Plains section of Texas and Okla-
17 homa to the United States standard central time zone”, ap-
18 proved March 4, 1921.

19 SEC. 7. This Act shall take effect January 1, 1966.
20 That this Act may be cited as the “Uniform Time Act of
21 1966”.

22 SEC. 2. It is the policy of the United States to promote
23 the adoption and observance of uniform time within the
24 standard time zones prescribed by the Act entitled “An Act

1 to save daylight and to provide standard time for the United
2 States", approved March 19, 1918 (40 Stat. 450; 15
3 U.S.C. 261-264), as modified by the Act entitled "An Act
4 to transfer the Panhandle and Plains section of Texas and
5 Oklahoma to the United States standard central time zone",
6 approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265).
7 To this end the Interstate Commerce Commission is author-
8 ized and directed to foster and promote widespread and uni-
9 form adoption and observance of the same standard of time
10 within and throughout each such standard time zone.

11 SEC. 3. (a) During the period commencing at 2 o'clock
12 antemeridian on the last Sunday of April of each year and
13 ending at 2 o'clock antemeridian on the last Sunday of
14 October of each year, the standard time of each zone estab-
15 lished by the Act of March 19, 1918 (15 U.S.C. 261-264),
16 as modified by the Act of March 4, 1921 (15 U.S.C. 265),
17 shall be advanced one hour and such time as so advanced
18 shall for the purposes of such Act of March 19, 1918, as so
19 modified, be the standard time of such zone during such
20 period; except that any State may by law exempt itself from
21 the provisions of this subsection providing for the advance-
22 ment of time, but only if such law provides that the entire
23 State (including all political subdivisions thereof) shall ob-
24 serve the standard time otherwise applicable under such Act
25 of March 19, 1918, as so modified, during such period.

1 (b) It is hereby declared that it is the express intent of
2 Congress by this section to supersede any and all laws of the
3 States or political subdivisions thereof insofar as they may
4 now or hereafter provide for advances in time or changeover
5 dates different from those specified in this section.

6 (c) For any violation of the provisions of this section
7 the Interstate Commerce Commission or its duly authorized
8 agent may apply to the district court of the United States for
9 the district in which such violation occurs for the enforcement
10 of this section; and such court shall have jurisdiction to en-
11 force obedience thereto by writ of injunction or by other
12 process, mandatory or otherwise, restraining against further
13 violations of this section and enjoining obedience thereto.

14 SEC. 4. (a) The first section of the Act of March 19,
15 1918, as amended (15 U.S.C. 261), is amended to read as
16 follows:

17 “That for the purpose of establishing the standard time
18 of the United States, the territory of the United States shall
19 be divided into eight zones in the manner provided in this
20 section. Except as provided in section 3(a) of the Uniform
21 Time Act of 1966, the standard time of the first zone shall be
22 based on the mean solar time of the sixtieth degree of longi-
23 tude west from Greenwich; that of the second zone on the
24 seventy-fifth degree; that of the third zone on the ninetieth
25 degree; that of the fourth zone on the one hundred and fifth

1 degree; that of the fifth zone on the one hundred and twentieth
2 degree; that of the sixth zone on the one hundred and thirty-
3 fifth degree; that of the seventh zone on the one hundred and
4 fiftieth degree; and that of the eighth zone on the one hundred
5 and sixty-fifth degree. The limits of each zone shall be de-
6 fined by an order of the Interstate Commerce Commission,
7 having regard for the convenience of commerce and the exist-
8 ing junction points and division points of common carriers
9 engaged in interstate or foreign commerce, and any such
10 order may be modified from time to time. As used in this Act,
11 the term 'interstate or foreign commerce' means commerce
12 between a State, the District of Columbia, the Commonwealth
13 of Puerto Rico, or any possession of the United States and
14 any place outside thereof."

15 (b) Section 2 of such Act is amended to read as follows:

16 "SEC. 2. Within the respective zones created under the
17 authority of this Act the standard time of the zone shall
18 insofar as practicable (as determined by the Interstate Com-
19 merce Commission) govern the movement of all common car-
20 riers engaged in interstate or foreign commerce. In all
21 statutes, orders, rules, and regulations relating to the time
22 of performance of any act by any officer or department of
23 the United States, whether in the legislative, executive, or
24 judicial branches of the Government, or relating to the time
25 within which any rights shall accrue or determine, or within

1 which any act shall or shall not be performed by any person
2 subject to the jurisdiction of the United States, it shall be
3 understood and intended that the time shall insofar as practi-
4 cable (as determined by the Interstate Commerce Commis-
5 sion) be the United States standard time of the zone within
6 which the act is to be performed.”

7 (c) Section 4 of such Act is amended to read as follows:

8 “SEC. 4. The standard time of the first zone shall be
9 known and designated as Atlantic standard time; that of the
10 second zone shall be known and designated as eastern stand-
11 ard time; that of the third zone shall be known and desig-
12 nated as central standard time; that of the fourth zone shall
13 be known and designated as mountain standard time; that
14 of the fifth zone shall be known and designated as Pacific
15 standard time; that of the sixth zone shall be known and
16 designated as Yukon standard time; that of the seventh zone
17 shall be known and designated as Alaska-Hawaii standard
18 time; and that of the eighth zone shall be known and desig-
19 nated as Bering standard time.”

20 SEC. 5. The Administrative Procedure Act (5 U.S.C.
21 1001-1011) shall apply to all proceedings under this Act,
22 the Act of March 19, 1918 (15 U.S.C. 261-264), and the
23 Act of March 4, 1921 (15 U.S.C. 265).

24 SEC. 6. This Act shall take effect on April 1, 1967;
25 except that if any State, the District of Columbia, the Com-

1 *monwealth of Puerto Rico, or any possession of the United*
2 *States, or any political subdivision thereof, observes daylight*
3 *saving time in the year 1966, such time shall advance the*
4 *standard time otherwise applicable in such place by one hour*
5 *and shall commence at 2 o'clock antemeridian on the last*
6 *Sunday in April of the year 1966 and shall end at 2 o'clock*
7 *antemeridian on the last Sunday in October of the year*
8 *1966.*

9 *SEC. 7. As used in this Act, the term "State" includes*
10 *the District of Columbia, the Commonwealth of Puerto Rico,*
11 *or any possession of the United States.*

Amend the title so as to read: "A bill to promote the observance of a uniform system of time throughout the United States."

A BILL

To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

By Mr. STAGGERS

MARCH 25, 1965

Referred to the Committee on Interstate and Foreign
Commerce

MARCH 10, 1966

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Congressmen "concerning new directions and new emphasis in foreign aid." pp. 5600-5, 5605-9

16. RECLAMATION. The Interior and Insular Affairs Committee reported with amendments H. R. 707, to authorize the Secretary of the Interior to construct, operate, and maintain the Tualatin Federal reclamation project, Oreg. (H. Rept. 1324). p. 5631
17. DAYLIGHT TIME. The Rules Committee reported a resolution for the consideration of H. R. 6785, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed. p. 5631
18. LANDS. A subcommittee of the Interior and Insular Affairs Committee approved for full committee action H. R. 3104, to remove a cloud on title to certain lands in Calif. p. D206
19. FOREIGN TRADE. Received from the President a message stating that the U. S. and Canada "have concluded a trade agreement resulting from the entry into force in 1963 of the revised Tariff Schedules of the United States (TSUS) (H. Doc. 411). p. 5538
Rep. Chamberlain inserted a report on "free world shipping to North Vietnam" for Feb. pp. 5594-5
Rep. Smith, Iowa, criticized the export controls on hides and skins (p. 5537); Rep. Whitener urged an investigation of the effect of "the increasing importation of gloves" upon our domestic glove industry (p. 5537) and Rep. Gross expressed his support of both of these protests. (p. 5538).
20. PEACE CORPS. Received from the President the annual report of the Peace Corps. pp. 5538-9
21. CONSERVATION; POLLUTION. Reps. Jones (Mo.) and Berry commended the work of the soil conservation districts. (pp. 5573-4, 5582
Rep. King, Utah, inserted an editorial praising the President's recommendations for pollution and conservation programs. p. 5621
22. FARMERS UNION. Rep. Berry extended best wishes to James Patton and Glenn Talbott on their retirement from the National Farmers Union and commended their work with that organization. p. 5582
23. CCC DUMPING. Rep. Nelsen defended his remarks concerning the "dumping of Commodity Credit Corporation corn stocks on the feed market" against Secretary Freeman's reference to them as "a lot of political noise." p. 5586
24. WORLD HUNGER. Rep. May inserted excerpts from a speech by an agricultural editor favoring war on world hunger. pp. 5587-9
25. EDUCATION. Rep. St. Germain spoke against a reduction of aid to schools in federally impacted areas. pp. 5612-13
26. TRANSPORTATION. Rep. Farnsley inserted an article, "New Directions and Methods for National Transport Needs," commending the President's proposal for the establishment of a Department of Transportation. p. 5620

27. SOIL SURVEYS. Received from Interior a report on soil survey and classification of lands in the Garrison diversion unit, Missouri River Basin project, N. D. p. 5630
28. PUBLIC LAW 480. Received a GAO report "of possible savings in ocean transportation costs for surplus agricultural commodities donated under titles II and III, Agricultural Trade Development and Assistance Act of 1954." p. 5630
29. VIRGIN ISLANDS. Received from the Virgin Islands Corp. the annual report on the operation of its saline water plant at St. Thomas, V. I. pp. 5630-1
30. EASTER RECESS. Rep. Albert announced that it is planned to recess at the close of business on Thurs., Apr. 7, and go over until Mon., Apr. 18. p. 5539

ITEMS IN APPENDIX

31. WATER QUALITY. Sen. Randolph inserted Sen. Muskie's address, "Water quality and the National Interest." pp. A1435-6
Rep. Smith, Ia., inserted an article, "Huge Cleanup Job: 'Water for Peace'" p. A1483
32. RESOURCE DEVELOPMENT. Extension of remarks of Rep. Olsen, Mont., supporting resource conservation and development projects and inserting conservation data. pp. A1442-4
33. RIVER BASIN; LANDS. Rep. Berry inserted a S. Dak. Legislature resolution in support of the Oahe unit, Missouri River Basin project. p. A1445
34. DAIRY; MARKETING ORDERS. Extension of remarks of Rep. McGrath expressing concern over the "announced intention" of this Department to suspend Federal milk marketing order No. 4, and inserting two articles on the subject. pp. A1449-50
35. MEAT INSPECTION; FEES AND CHARGES. Extension of remarks of Rep. Quillen opposing proposed legislation which would shift the cost of Federal meat inspection to the meat industry, and inserting an article, "Keep It As It Is." p. A1455
36. EXTENSION SERVICE. Rep. Shriver inserted an article, "Kansas Extension Service Adjusts to the Changing Times", which discusses the important contributions of the Cooperative Extension Service to the people of Kans. p. A1457
37. INFORMATION. Extension of remarks of Rep. Derwinski criticizing the administration's information policies and inserting an article, "The Credibility Gap." pp. A1458-9
38. WORLD FOOD. Extension of remarks of Rep. Callan urging that "high priority" be given the war on hunger program and offering recommendations to carry out the program. pp. A1463-4
Rep. Mackie inserted a constituent's testimony endorsing the objectives of the food for freedom program. pp. A1473-5
39. VETERANS' BENEFITS. Rep. Garmatz inserted a letter from the White House pertaining to the application of the Cold War GI Bill. p. A1471
40. TEXTILES. Rep. Dorn inserted an article, "Textiles Go To War Again", reporting

CONSIDERATION OF H.R. 6785

MARCH 15, 1966.—Referred to the House Calendar and ordered to be printed

Mr. YOUNG, from the Committee on Rules, submitted the following

R E P O R T

[To accompany H. Res. 775]

The Committee on Rules, having had under consideration House Resolution 775, report the same to the House with the recommendation that the resolution do pass.





House Calendar No. 215

89TH CONGRESS
2D SESSION

H. RES. 775

[Report No. 1326]

IN THE HOUSE OF REPRESENTATIVES

MARCH 15, 1966

Mr. YOUNG, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the
4 Union for the consideration of the bill (H.R. 6785) to
5 establish uniform dates throughout the United States for
6 the commencing and ending of daylight saving time in those
7 States and local jurisdictions where it is observed, and for
8 other purposes. After general debate, which shall be con-
9 fined to the bill and shall continue not to exceed two hours,
10 to be equally divided and controlled by the chairman and
11 ranking minority member of the Committee on Interstate
12 and Foreign Commerce, the bill shall be read for amend-

1 ment under the five-minute rule. It shall be in order to
2 consider the substitute amendment recommended by the
3 Committee on Interstate and Foreign Commerce now in the
4 bill and such substitute for the purpose of amendment shall
5 be considered under the five-minute rule as an original bill.
6 At the conclusion of such consideration the Committee shall
7 rise and report the bill to the House with such amendments
8 as may have been adopted, and any Member may demand
9 a separate vote in the House on any of the amendments
10 adopted in the Committee of the Whole to the bill or com-
11 mittee substitute. The previous question shall be considered
12 as ordered on the bill and amendments thereto to final
13 passage without intervening motion except one motion to
14 recommit with or without instructions. After the passage
15 of H.R. 6785, the Committee on Interstate and Foreign
16 Commerce shall be discharged from the further consideration
17 of the bill (S. 1404), and it shall then be in order in the
18 House to move to strike out all after the enacting clause
19 of said Senate bill and insert in lieu thereof the provisions
20 contained in H.R. 6785 as passed.

89TH CONGRESS
2d Session

H. RES. 775

[Report No. 1326]

RESOLUTION

Providing for consideration of H.R. 6785, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

By Mr. YOUNG

MARCH 15, 1966

Referred to the House Calendar and ordered to be printed

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
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Issued March 17, 1966
For actions of March 16, 1966
89th-2nd; No. 46

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HIGHLIGHTS: Reps. Langen, May, and Nelsen criticized USDA sales of corn. Several Representatives objected to export controls on cattle hides. Rep. Olsen deplored boxcar shortage for shipments of lumber and grain. Rep. Quie criticized administration of Job Corps program.

HOUSE

1. TIME. Passed with an amendment S. 1404, the proposed Uniform Time Act of 1966, after substituting the language of a similar bill, H. R. 6785, which had been passed earlier by a vote of 292 to 93. H. R. 6785 was tabled. As passed the bill establishes uniform dates (from the last Sunday of Apr. to the last Sunday of Oct. each year) for the commencing and ending of daylight saving time in all States and jurisdictions where it is observed, and provides that the territory of the U. S. shall be divided into eight standard time zones (instead of the present five) so as to include Hawaii, Puerto Rico, and certain U. S. possessions. pp. 5735, 5736-51

2. FOREIGN AID. Agreed to the conference report on H. R. 12169, to authorize supplemental appropriations for the foreign aid program in Vietnam, Laos, Thailand, and the Dominican Republic. This bill will now be sent to the President. p. 5733
Reps. Selden and Gonzalez commended the Alliance for Progress on its fifth anniversary and inserted the President's statement commemorating the occasion. pp. 5751-2, 5789-90
 3. CORN. Reps. Langen, May, and Nelsen criticized USDA sales of CCC corn and contended such sales were having a depressing effect on grain and livestock prices. pp. 5760-1, 5770, 5784-5
 4. CATTLE HIDES. Several Representatives criticized the action of the Commerce Department in imposing export quotas on cattle hides and inserted several items on the matter. pp. 5753-4, 5764-73
 5. TRANSPORTATION. Rep. Olsen criticized the current boxcar shortage, particularly with respect to shipments of grain and lumber, and urged action by ICC to remedy the situation. pp. 5756-7
Rep. Burton commended the President's proposal to establish a Department of Transportation. p. 5791
 6. POVERTY; JOB CORPS. Rep. Quie criticized administration of the poverty program, including Job Corps centers. pp. 5779-80
Rep. Gubser criticized administration of the poverty program, particularly in Santa Clara Co., Calif. pp. 5777-9
 7. FOREIGN TRADE. Rep. Williams commended the trip of a group of Miss. businessmen to Western Europe to study the possibilities of expanding trade. pp. 5757-8
 8. CROP DAMAGE. Rep. Ashbrook urged appropriation of funds for a Federal-State program to control blackbird and starling destruction of agricultural crops, and inserted a study by the Interior Department on the problem. pp. 5780-4
 9. SUGAR. Rep. Matsunaga reviewed the importance of the sugar industry to the economy of Hawaii, and stated that in 1965 Hawaii registered an alltime record in per-acre sugar production. p. 5793
Rep. Fascell criticized British trade with Cuba, particularly in sugar and molasses, and urged that they purchase these products from non-Cuban sources. pp. 5787-8
 10. STOCKPILING. Received from GSA several legislative proposals for the disposal of products from the national stockpile and supplemental stockpile, including the disposal of cordage fiber (sisal) from the national stockpile; to Armed Services Committee. p. 5796
 11. WATER POLLUTION. Received from the Government Operations Committee a report on water pollution control and abatement (H. Rept. 1330). p. 5796
- SENATE
12. APPROPRIATIONS; FOREIGN AID. The Appropriations Committee voted to report (but did not actually report) with amendments "H. R. 13546, fiscal 1966 supplemental appropriations for the Defense Establishment and for foreign assistance programs." p. D209

amended, 5 U.S.C. 836, as implemented by section 6.8 of the Standardized Government Travel Regulations (Bureau of the Budget Circular No. A-7) and interpreted in the decisions of the Comptroller General of the United States, the permanent duty station of an employee is the place where he is required to perform the majority of his duties and per diem in lieu of subsistence may not be paid for duty performed at that place. In view of the legal requirements involved the General Accounting Office has stated that in the absence of a relief provision it will be required to take exception to the per diem payments in question and will require refund from the employees involved of the amounts erroneously paid.

During the 3-year period preceding June 1965 approximately 13 employees of the Coast and Geodetic Survey performed their assigned duties at the Nevada Test Site but were officially assigned to Las Vegas. Such improper designation of duty station resulted in erroneous payments of per diem in the amount of \$95,100. Approximately 13 employees of the Weather Bureau performed about 90 percent of their work at the Nevada Test Site although they also were officially assigned to Las Vegas. During calendar year 1964 \$12,500 in erroneous per diem payments were made as a result of those erroneous assignments. The Geological Survey employed four persons for duty at the Nevada Test Site but designated Las Vegas as their official duty station. During the 14-month period ending in February 1965 such improper designation of duty station resulted in erroneous payments totaling approximately \$4,000. Additional erroneous payments have been made by the agencies in question for periods not included above, however, complete information with regard to such payments is not available at this time. The General Accounting Office has estimated that erroneous payments of per diem to employees at the Nevada Test Site may amount to as much as \$175,000.

The amendment would relieve the employees involved of their liability to refund to the United States the erroneous payments they have received and would provide for making refunds to the employees of any amounts they have paid in liquidation or partial liquidation of the debts which result from such erroneous payments. Similar relief was granted to employees of the Department of the Navy who were erroneously paid per diem while assigned to duty on the California offshore islands. Although there is no indication that the payment of per diem to the employees at the Nevada Test Site has been discontinued as the result of the decision of the Comptroller General of May 4, 1964 (B-153571), relating to the erroneous per diem payments to the Department of the Navy employees and similar decisions, the amendment would authorize but would not require retroactive payment of the allowance authorized in S. 2271 to any employee whose per diem has been discontinued as a result of such decisions. The amendment, therefore would provide relief for employees at the Nevada Test Site on the same basis as relief was granted to employees assigned to duty on the California offshore islands by the act of August 31, 1964. The committee does not intend that any retroactive payments of the allowance be granted to employees of the three agencies who have not been authorizing per diem to their employees.

The title of S. 2271 is amended to reflect the additional provision contained in the amendment.

UNIFORM TIME ACT OF 1966

Mr. YOUNG. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 775 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. RES. 775

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 6785) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interstate and Foreign Commerce, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider the substitute amendment recommended by the Committee on Interstate and Foreign Commerce now in the bill and such substitute for the purpose of amendment shall be considered under the five-minute rule as an original bill. At the conclusion of such consideration the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any of the amendments adopted in the Committee of the Whole to the bill or committee substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions. After the passage of H.R. 6785, the Committee on Interstate and Foreign Commerce shall be discharged from the further consideration of the bill (S. 1404), and it shall then be in order in the House to move to strike out all after the enacting clause of said Senate bill and insert in lieu thereof the provisions contained in H.R. 6785 as passed.

The SPEAKER pro tempore. The gentleman from Texas is recognized for 1 hour.

Mr. YOUNG. Mr. Speaker, I yield 30 minutes to the distinguished gentleman from California [Mr. SMITH], pending which I yield myself such time as I may consume.

(Mr. YOUNG asked and was given permission to revise and extend his remarks.)

Mr. YOUNG. Mr. Speaker, House Resolution 775 provides for consideration of H.R. 6785, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes. The resolution provides an open rule with 2 hours of general debate, making it in order to consider the committee substitute as an original bill for the purpose of amendment. After passage, the Committee on Interstate and Foreign Commerce shall be discharged from further consideration of S. 1404; it shall be in order to move to strike out all after the enacting clause of the Senate bill and insert in lieu thereof the House-passed language.

The purpose of H.R. 6785 is to establish uniformly the commencing and ending dates of daylight saving time. The further purpose of the bill is to allow each State through enactment of State law to exempt itself on a statewide basis from the provisions of the bill which establish daylight saving time.

It also provides that the States, by acts of their legislatures, can exempt themselves from participating in the daylight saving time. If the State chooses to pursue this course, the bill provides that the State will then be on standard time throughout the entire State.

Mr. Speaker, I urge the adoption of House Resolution 775.

Mr. SMITH of California. Mr. Speaker, I yield myself such time as I may consume.

(Mr. SMITH of California asked and was given permission to revise and extend his remarks.)

Mr. SMITH of California. Mr. Speaker, I find myself in complete agreement with the statements made by the distinguished gentleman from Texas. I think he has explained the resolution and the bill in a very able manner. I concur with the statements he has made.

The only thing which I would add, which I do not know whether he stated or not, is that the daylight savings dates will be identical throughout the United States. The last Sunday in April will be the start and the last Sunday in October will be the end of the particular period.

Mr. Speaker, I know of no objection to the rule; accordingly, I urge the adoption of the resolution.

Mr. YOUNG. Mr. Speaker, I have no further requests for time, and I move the previous question on the resolution.

The previous question was ordered.

The SPEAKER pro tempore. The question is on the resolution.

The resolution was agreed to.

CALL OF THE HOUSE

Mr. GROSS. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present.

Mr. BOGGS. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 39]

Abbitt	Downing	Murray
Baring	Fuqua	Nix
Blatnik	Griffin	Pool
Boling	Hagen, Calif.	Powell
Brademas	Halleck	Reinecke
Brown, Calif.	Harvey, Ind.	Roncallo
Cabell	Hawkins	Roudebush
Clawson, Del.	Hollifield	Rumsfeld
Collier	Holland	Sisk
Craley	Jennings	Taylor
Culver	Martin, Ala.	Teague, Tex.
Davis, Wis.	Martin, Mass.	Toll
Dickinson	Matthews	Walker, Miss.
Diggs	May	Watson
Dowdy	Milder	Willis

The SPEAKER pro tempore. On this rollcall, 385 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

MINIMUM WAGE BILL

(Mr. DENT asked and was given permission to address the House for 1 minute.)

Mr. DENT. Mr. Speaker and Members of the House, I have received and I am

receiving numerous telephone calls from Members of Congress and their constituents, who have been directed to call my office by the Members on the question of when the minimum wage bill will be introduced.

I am happy to announce that the minimum wage bill will be introduced this afternoon. I hope it meets with your favor.

Mr. PUCINSKI. Mr. Speaker, will the gentleman yield?

Mr. DENT. I yield to the gentleman from Illinois.

Mr. PUCINSKI. Mr. Speaker, I would like to take this occasion to commend the gentleman in the well. As a member of his subcommittee, I think he deserves the highest commendation from both sides of this House for working out a bill that is going to be introduced, that the committee will report out tomorrow.

It is a very difficult subject. I know that this gentleman has spent many man-hours in trying to work out an agreement on this bill. It is a bill which I think we can support.

I would like to congratulate the gentleman for the fine manner in which he has conducted himself in his committee in bringing together all sides on a bill which I think is going to be for the best interests of the country.

UNIFORM TIME ACT OF 1966

Mr. STAGGERS. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 6785), to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The SPEAKER pro tempore. The question is on the motion offered by the gentleman from West Virginia.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 6785, with Mr. KARSTEN in the chair.

The Clerk read the title of the bill. By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from West Virginia [Mr. STAGGERS] will be recognized for 1 hour and the gentleman from Illinois [Mr. SPRINGER] will be recognized for 1 hour.

Mr. STAGGERS. Mr. Chairman, I yield myself such time as I may consume.

(Mr. STAGGERS asked and was given permission to revise and extend his remarks.)

Mr. STAGGERS. Mr. Chairman, the Committee on Interstate and Foreign Commerce has reported H.R. 6785 and I speak in behalf of the bill as amended. This legislation is known as the Uniform Time Act of 1966. The purpose of the bill is to establish uniform dates for the commencement and termination of daylight saving time in all States and jurisdictions where daylight saving time is observed. In the event that a particular

State prefers not to go on daylight saving time it would have to exempt itself on a statewide basis through enactment of State law. This is the chief distinction between the House bill and that enacted by the other body, S. 1404.

S. 1404 would leave the present permissive practice of observing or not observing daylight saving time to the individual States and the political subdivisions of the States. The only requirement that it would make would be that, if a State, county or town observed daylight saving time, such observance would be uniform, that is, any use of daylight saving time would commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

Under H.R. 6785, the Interstate Commerce Commission would be authorized and directed to foster and promote uniform adoption and observance of the same standard of time within each time zone. The Commission would also be empowered to apply to the various district courts of the United States for injunctive or other relief in the event of violations of the provisions related to daylight saving time.

This legislation would also establish three additional time zones primarily to cover Puerto Rico, Hawaii, and possessions of the United States.

In all proceedings before the Interstate Commerce Commission, the Administrative Procedure Act requirements would be applicable.

This legislation has an effective date of April 1, 1967, subject to an exception that any observance of daylight saving time in 1966 shall commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

Mr. Chairman, as you know, the subject of inconsistent and contradictory time practices has been a matter of congressional concern for many years. In the time that I have served, I don't believe that I can recall any other single subject which has brought about so much conversation and correspondence. I think that we are now in the position where we can take at least an important step toward solving the dilemma that we have all found ourselves in in traveling across the country when time practices have been so unrelated to each other from place to place.

My own State of West Virginia made daylight saving time mandatory on a statewide basis as recently as 1962. Until that time, and this appears in the committee report, you could travel for 35 miles between Steubenville, Ohio and Moundsville, W. Va., and go through seven different time changes. Obviously, this is a confusing situation for the individual traveler. Think what it does to the transportation system of the country, to the communication system of the country, and to the business and commercial world in general.

We received estimates indicating that the motorbus operators alone are spending some \$250,000 each year in their effort to conform to the many time changes. The railroads estimate that their scheduling costs because of time inconsistencies are over \$1 million annually. Air carriers, of course, are in the same predicament. I do not have a

cost for the entire industry but a witness for the subsidized air carriers estimated that the additional schedules necessitated by time changes requires an outlay of between \$150,000 to \$200,000.

These are merely a few examples of the money and man-hours which must be wasted each year in an attempt to systematize transportation schedules. In addition, of course, there are any number of persons who are inconvenienced by mixups over departures and connections throughout the complex transportation system, handicapped as it is by the numerous localized time changes. And these inconveniences, of course, lead to missed revenues on the part of the common carriers who do not—oftentimes through no fault of their own—carry the passenger who misunderstood the departure times.

It is my belief that the people of this country should not be frustrated and confused by a continuance of a multitude of inconsistent time practices and I would point out that under the proposed legislation now under discussion it should be possible to eliminate unnecessary business costs without creating a need for increases in Federal appropriations.

Mr. Chairman, there are a number of others who want to express their views on this important subject and I will close by urging support for and passage of H.R. 6785, as amended.

Mr. SPRINGER. Mr. Chairman, I yield myself 10 minutes.

Mr. Chairman, I think it might be helpful during our consideration of this legislation to know of its status in both bodies as it is today. The other body already has passed a bill some time ago. That bill was in the very simplest form. It simply said just this: If a State chose to be on daylight time, it must begin at 2 o'clock antemeridian on the last Sunday of April and end at 2 o'clock antemeridian on the last Sunday of October. That is the Senate bill. Now, what are the changes? I think this is what you want to know.

This bill is in effect mandatory. It will supersede any State law on this, with one exception, which I will state in just a moment. It says that you will be on daylight time beginning on the last Sunday of April and ending on the last Sunday of October. This bill goes into effect on April 1, 1967, except that if a State goes on daylight time this year, when the bill is not in effect, so to speak, then they must start on the last Sunday of April and end on the last Sunday of October.

Now, what can a State do to exempt itself from this piece of legislation? It can do just one thing. By passing a bill through the legislature of the State and having it signed by the Governor of that State, then that State may remove itself from the provisions of this legislation. But, if the State removes itself from the provisions of this bill, then the State has to be uniformly on standard time. They cannot grant local options so that various cities and subdivisions can go on daylight time. If any State seeks to take itself out from under this bill, then it is not on daylight time and no sub-

divisions and no part of that State can be on daylight time.

I think the best example, probably, of why this legislation is brought forward at this time is the State of Indiana. I thought the gentleman from Indiana [Mr. MADDEN], a member of the Committee on Rules, asked some rather pertinent questions about this particular bill because of the situation in Indiana. Along the eastern edge of Indiana and the western edge of Ohio they have some communities that are on eastern time.

You had some of those municipalities adopting eastern daylight time, you had some of those communities adopting eastern standard time, while across the border from the time zone in the same State you had adjoining counties adopting central daylight time or central standard time.

So one can see that it was possible that in an area of a few miles to have as many as four different time zones.

Mr. Chairman, there is a specific reason up in the northeastern section of Indiana for this. They had a serious problem up there because they wanted to adopt Chicago time. This made it different from a lot of that surrounding territory which was on central standard time. Then they had the further complicating factor in the fact that Indianapolis was on double daylight time.

During World War II Indianapolis found that it liked daylight savings time. Therefore they adopted double daylight time in the winter as well as in the summer, and when the country went off it they just stayed on double daylight time in the summer and daylight in the winter.

So, Mr. Chairman, one can see the area surrounding Indianapolis was in considerable confusion, but this was the situation as it existed in other States in the Middle West, and it presents to the Members of the Committee a picture of the confusion that can arise as a result of being located in dividing lines of time zones.

Mr. Chairman, of course this will make all those areas located in the time zone conform to that particular daylight time in the daylight areas from April to October, and standard time for the rest of the year.

Mr. Chairman, I do not know that all of this operation lends itself to every single portion of a State, but it was felt that at least it would establish some kind of uniform time, unless the State felt that it did not want to be under it. We felt there ought to be at least some kind of a valve by which they could get out if a State did not want to conform with the provisions of this bill.

Mr. Chairman, it seems to me that we have recognized the rights of the States in this matter. We have not assumed that the Federal Government itself should dictate the time on which a State would be. However, we do say that in the absence of any positive action on the part of a State that this law shall be operative.

Mr. MacGREGOR. Mr. Chairman, will the gentleman yield?

Mr. SPRINGER. I am glad to yield to the gentleman from Minnesota.

Mr. MacGREGOR. Mr. Chairman, may I propound this hypothetical question? State X at the present time has a daylight saving time law that provides for the observance of daylight saving time from Memorial Day until Labor Day. The legislature in State X does not meet before the end of April 1966. Assuming that this bill passes, will State X be obliged this year to go on daylight saving time statewide from the fourth Sunday in April to the fourth Sunday in October?

Mr. SPRINGER. The gentleman is correct; it will.

Mr. MacGREGOR. I thank the gentleman from Illinois.

Mr. SPRINGER. Mr. Chairman, I yield to the gentleman from Illinois [Mr. DERWINSKI].

(Mr. DERWINSKI asked and was given permission to revise and extend his remarks at this point in the RECORD.)

Mr. DERWINSKI. Mr. Chairman, having introduced H.R. 9152, I am pleased to see the House taking action this afternoon on this measure to establish a uniform period for daylight saving time.

Certainly, the public transportation companies and many industries suffer from the confusion caused by a variety of daylight saving times. I believe that the action of the House this afternoon is a very practical and long overdue step.

Mr. SPRINGER. Mr. Chairman, I yield 2 minutes to the gentleman from Nebraska [Mr. CUNNINGHAM].

Mr. CUNNINGHAM. Mr. Chairman, if anyone has been in local-State government, they know that when you get into this matter of daylight saving time, you really get into a hornet's nest. I personally favor daylight time in my congressional district. But there are some States that are long in area and the whole State may not want to be on daylight time. For example, the State of Nebraska is 500 miles from east to west and has two time zones in the State. Some portions of the State may want to go on daylight saving time and some portions may not.

I am definitely for the original Staggers bill to end some of the confusion that now exists in this field of daylight saving time. The original Staggers bill simply said that any community had to start at a certain date and quit at a certain date. Of course, this would be a great help to the transportation industry and to people in general. But then this was amended in the committee by a very narrow vote an amendment to the effect that every State shall have daylight saving time unless the State legislature officially says that their entire State does not wish to have daylight time.

I would hope that this could be amended to strike out that provision because I think we ought to take this thing one step at a time. The original Staggers bill is a first step. I think if we can get that through then we can look at the bill, as amended, in the committee. But let us start with first things first because, as I said in the beginning, Mr. Chairman, when you get into the field of daylight saving time with so many

different interests and so many people and industries and the economies of the various States involved. You really get into a hornet's nest. I am fearful that the bill, as now presented will end up with no action being taken and that we will have no improvement in this confusing situation such as we have today.

Mr. SPRINGER. Mr. Chairman, I yield 2 minutes to the gentleman from California [Mr. YOUNGER].

Mr. YOUNGER. Mr. Chairman, I rise in support of the bill, H.R. 6785.

So far as I am personally concerned, it is not as strong a bill as I would have preferred. I thought that we ought to make the change at one time and have daylight saving time throughout the country on a uniform basis. But apparently that cannot happen at the present time under this bill. So I am willing to accept the best that we can get, namely, we will be on standard time or daylight saving time, it will be uniform to that extent. It will eliminate going on daylight saving time at different times during the year, which resulted in terrible confusion in certain localities.

I think one of the outstanding confusions was in connection with St. Paul, Minn., and adjoining territories of Wisconsin where at one time you had three different times within a radius of about 50 miles. This does correct that particular situation but it still leaves it so that some States may have daylight saving time and some States may have standard time.

Personally, I think most of the States have now adopted daylight saving, and I think it is up to Congress to set a uniform time just as we did when we established the various zones for standard time. That was through an act of Congress. We have that right; we have that responsibility, and we have that duty. I am glad that we are taking the action that we will take today.

Mr. SPRINGER. Mr. Chairman, I yield 10 minutes to the gentleman from Minnesota [Mr. NELSEN].

The CHAIRMAN. The gentleman from Minnesota is recognized for 10 minutes.

Mr. NELSEN. Mr. Chairman, I believe that no Member of this body would argue the point that there is need for uniformity in daylight saving time nationwide.

The original Staggers bill sought to set dates of application and the date from which one would withdraw from daylight saving. It gave the States the right to accept those dates by an act of their legislature, if they wished. In no instance did this bill say, "This you must do." But it did set a standard that a State could come under if it wished to go on daylight saving, which, I believe, we would all agree, is a desirable objective.

The bill was then amended, an amendment to the Staggers bill, which would provide that the States would come under this bill's application, and the only way a State could get out was by an act of the legislature. I contended that the States, if they wished to have daylight saving time, would automatically begin to act to come under the provisions of the bill, and the great desirability was

to set a uniform time that daylight saving would or would not apply and when it would expire, and this could be achieved in this Congress.

But when we employed the technique that seems to prevail so much at this time of saying, "This you must do," in my judgment we were throwing blocks in the way of a desirable objective which could be attained in this Congress.

So the bill was amended forcing the States under, whether they liked it or not, and they had then to act. An amendment was then adopted to make the bill apply not earlier than a time certain in 1967—April 1, I believe, was the date—and giving the State legislatures time to act.

I might point out that a little time is pretty important in something like this because knowing how long it takes to act around here, I can assure you that State legislatures sometimes need time also to consider these matters in representing the people back home.

However, we did add an amendment which I think is important, and I made a motion to reconsider after the bill had been voted on in order to bring it back for one amendment. That amendment would provide that if the State is on daylight saving time, it should be on a uniform basis within the State. In other words, there should not be four different dates of application within a State, but it would come at a time certain within each State.

I intend to offer an amendment to the bill, when we read the bill, that will set a time certain when these dates go on and go off and give the State the right to make that decision.

I might point out that there have been some observations made that I think need some attention. For example, on the last day in October the youngsters in the Midwest will be getting on their schoolbus in the dark. This is not so pleasant. The date is a little rough in some parts of the country. However, my amendment would not touch that point, though it is an important point.

Mr. YOUNGER. Mr. Chairman, will the gentleman yield?

Mr. NELSEN. I am glad to yield to the gentleman from California.

Mr. YOUNGER. Which do you consider better—for the schoolchildren to get on their schoolbus in the morning in the dark or come home at night in the dark?

Mr. NELSEN. Certainly the gentleman has the right to make his own determination about that. We are not arguing that point at this time; I merely wished to point out that it has been brought to my attention and there probably will be an amendment to that effect. My amendment would not disturb the desirable date which the gentleman from California seems to like. I won't argue with him about it.

But I merely wish to point out that my amendment would provide that the State would make the decision as to whether they wished to come under this bill or not. In my judgment, my amendment would advance the possibility of passage of this kind of legislation be-

cause, I think we must admit, it is necessary that there be some uniformity nationwide.

Mr. Chairman, this concludes any remarks that I wish to make at this time. I will offer the amendment when we are reading the bill.

(Mr. NELSEN asked and was given permission to revise and extend his remarks.)

Mr. BROYHILL of North Carolina. Mr. Chairman, will the gentleman yield?

Mr. NELSEN. I yield to the gentleman from North Carolina.

Mr. BROYHILL of North Carolina. I commend the gentleman from Minnesota for his statement. I thoroughly agree with him. We have heard here today that this is a mandatory bill. We hear also that there are some exceptions that can be made. I, for one, do not like the choices that are left to the legislatures. I do not like the alternatives that are presented to them. Why should we force State legislatures to debate the question of daylight saving time, when great numbers of the States settled this question long ago?

I feel that the gentleman from Minnesota has a constructive amendment to offer, which provides that the decision as to whether a State desires to be brought into this bill will be left to the State legislatures.

This can be done without coercion, without this mandatory provision. If his amendment is adopted, the States can elect to come under the provisions of this bill. They can take affirmative action, not negative action as the bill presently provides. If this amendment is not adopted then I feel that we should adopt the original Staggers bill. This, in my opinion would be the logical, constructive step that should be taken at this time. I think this amendment should be adopted.

(Mr. BROYHILL of North Carolina asked and was given permission to revise and extend his remarks.)

Mr. STAGGERS. Mr. Chairman, I yield such time as he may consume to a member of the committee, our colleague, the gentleman from Oklahoma [Mr. JARMAN].

Mr. JARMAN. Mr. Chairman, I rise to lend my endorsement to H.R. 6785 as legislation which is necessary if a great part of the confusion and unnecessary costs which ensue from the current conflicting time standards in the United States is to be eliminated.

Mr. Chairman, the present unsystematic procedures in the observance of time standards have resulted in great confusion and unnecessary and wasteful practices in many areas of our economy. The most extreme problems are in the transportation industries where the railroads, bus operators, and airlines have wasted millions of dollars and man-hours in attempts to keep effective time schedules before the public. Similar problems are cited in the communications industries.

Apart from this—but no less important—are the problems experienced by the traveling public, those involved in communications, and those involved in commerce due to conflicting and confus-

ing time practices. Such experience, no doubt, range from petty annoyances to tragic mishaps resulting from lack of uniformity in time practices.

Mr. Chairman, I believe the present bill reflects the best approach toward removing the long continuing, wasteful, and costly confusion in our country's time standards, and urge my fellow Members to act favorably on this legislation.

(Mr. JARMAN asked and was given permission to revise and extend his remarks.)

Mr. SPRINGER. Mr. Chairman, I yield 7 minutes to the gentleman from Michigan [Mr. HUTCHINSON].

Mr. HUTCHINSON. Mr. Chairman, if we divide the country into zones of 15 degrees of longitude each and base the eastern time zone on the 75th degree of longitude, then according to the sun the western edge of that time zone would be along the 82½ degree line. That 82½ degree line lies east of any part of the State of Michigan. Consequently, the State of Michigan, having been placed 30 years ago in the eastern time zone, is on daylight saving time the year around, as it is. We are already on year-round daylight saving time.

Back during World War II, when the President issued a proclamation moving all time ahead throughout the country for the duration of the war, the people of Michigan found that they were 2 hours ahead of the sun. The result was that the legislature took action to place Michigan on eastern standard time. However, according to the Federal law of 1918, which is referred to in this bill, the time zones are placed in the control of the Interstate Commerce Commission.

The Interstate Commerce Commission, according to its time zones, placed the Lower Peninsula of Michigan in the eastern zone and the Upper Peninsula of Michigan in the central zone. Nevertheless, all of the State of Michigan is operating on eastern standard time now, by virtue of State law.

This bill, however, will supersede that State law and will provide that all of Michigan will go on eastern daylight saving time, but that the legislature may take the State out of the confines of the law.

What will the resulting situation be?

Presumably, during the summertime at least, the Lower Peninsula of Michigan will be on eastern standard time and the Upper Peninsula of Michigan will be thrown back on central standard time.

I bring this up simply to invite the attention of this committee to the fact that whenever an attempt is made to do anything as complicated as this bill, which attempts to regulate the whole matter from Washington and take it completely out of the hands of the States, and then it is turned back to the States with a provision that the State must operate only as a unit, more mischief is caused than is relieved.

That is the situation in Michigan, Mr. Chairman. If this bill should become law as it stands, Michigan will be placed in the same state of confusion that we finally worked ourselves out of 30 years ago.

When I was a boy we were on central standard time. In about 1931, because the Interstate Commerce Commission had moved the Lower Peninsula of Michigan into the eastern time zone, under its regulatory powers, all of the State joined the eastern time zone. We have not had any daylight saving time since. We have had no shifting of time since then. I believe there was only one exception, the first year after World War II, when Detroit thought it would go on eastern daylight saving time, but Detroit did that in only 1 year because the experience was so rough. Consequently, we have had no difficulty in our State of Michigan for 30 years. We worked ourselves out of this confusion.

This bill is going to make us go through all that difficulty again. We are going to have to battle this problem through the legislature once more. Consequently, I cannot support this bill as it stands. I only hope that the Members of the House, applying this to their own States, will appreciate the fact that Michigan is not a unique situation. You will find it true in the western reaches of almost every time zone.

Mr. HARVEY of Michigan. Mr. Chairman, will the gentleman yield?

Mr. HUTCHINSON. I yield to the gentleman from Michigan.

Mr. HARVEY of Michigan. Mr. Chairman, I certainly want to congratulate the gentleman and tell him that I concur with what he has said on the floor. I think that there are many people in our country who fail to realize that the State of Michigan is such a vast State and separated into the Upper Peninsula and the Lower Peninsula.

The distances between them may run 700 or 800 miles as between various spots. They are very vast distances.

The CHAIRMAN. The time of the gentleman has expired.

Mr. SPRINGER. Mr. Chairman, I yield the gentleman 4 additional minutes.

Mr. HARVEY of Michigan. Mr. Chairman, I would point out to the gentleman that if this bill were to pass in its present form, it would appear to me that the only alternative unless the citizens wanted to accept the time that would be set forth in this bill, which would be contrary to their way of living for the last 30 or 40 years—the only alternative they would have would be to go to the Interstate Commerce Commission and get them, somewhat hopefully, I think, to change the particular line. However, I think that would involve a great deal of optimism to think that the Interstate Commerce Commission would do that after all of these years.

I thank the gentleman for yielding.

Mr. HUTCHINSON. I thank the gentleman for his remarks.

Mr. GERALD R. FORD. Mr. Chairman, will the gentleman yield?

Mr. HUTCHINSON. I yield to the gentleman.

Mr. GERALD R. FORD. Mr. Chairman, I share the views of the gentleman from Michigan [Mr. HUTCHINSON] and those of the gentleman from Michigan [Mr. HARVEY]. Let me ask this question: Does the present time zone line run down

through the Straits of Mackinac? If so, what is the impact of that line?

Mr. HUTCHINSON. The present time zone line—and I have the map before me—runs down around the community of Detour at the east end of the Upper Peninsula and then swings back through the center of Lake Michigan down to the Indiana border.

Mr. GERALD R. FORD. It does not divide our State, the Upper and Lower Peninsula?

Mr. HUTCHINSON. Yes. The effect of it is that all of the Upper Peninsula is in the central time zone, and all of the Lower Peninsula is in the eastern time zone.

Mr. GERALD R. FORD. The net effect of that is, then, if this bill goes through as it is before us today, the Upper Peninsula will have one time zone and the Lower Peninsula will have another?

Mr. HUTCHINSON. That is my understanding of it.

Mr. GERALD R. FORD. And the Straits of Mackinac at their closest point are 5 miles across. So on one side of the straits you will have one time and on the other side of the straits the other unless the State of Michigan goes through one of two processes; namely, unless our State is able to go to the Interstate Commerce Commission and get them to redraw the line as it affects Michigan, taking it over to the border of the Michigan and Wisconsin Upper Peninsula or unless we go through the process we did some 20 or 30 years ago.

Mr. HUTCHINSON. I agree with the gentleman's assessment of the situation. It simply boils down to this point: This bill would, at least during the summertime months, require Michigan to make two choices and make them statewide: Either go on daylight saving time as provided in this bill or otherwise revert to the time as provided in the law of 1918, which is these time zones set forth on this map. Then the effect of it will be in the summertime at least the Upper Peninsula of Michigan will be an hour behind the Lower Peninsula of Michigan if the State legislature should decide to take Michigan out from under this law. If the State legislature should decide Michigan should continue under this law, then during the summertime at least the people will be living 2 hours ahead of the sun.

Mr. STAGGERS. Mr. Chairman, I yield such time as he may require to the gentleman from Massachusetts [Mr. MACDONALD], a member of the committee.

(Mr. MACDONALD asked and was given permission to revise and extend his remarks.)

Mr. MACDONALD. Mr. Chairman, I want to join with the gentleman from West Virginia [Mr. STAGGERS] and with my other distinguished colleagues, who are speaking today on behalf of bill H.R. 6785. I rise as one who sponsored a similar measure, H.R. 7867.

It is patently clear to me, Mr. Chairman, that this is a highly constructive piece of legislation, one which will provide relief from many of the unfortunate

byproducts of the basically sound concept of daylight saving time.

When Benjamin Franklin first set forth the daylight saving concept over 175 years ago, as he is reputed to have done, it represented another instance of the creative, energetic American spirit at work. Unfortunately, and through no conscious design, the implementation of that concept has become so fragmented over the years that certain safeguards have become necessary if we are to derive the full benefits of the device.

What is proposed by H.R. 6785 is a very basic and unduly restrictive approach to the problem. The bill provides only that if an individual State elects to go on daylight saving time, and this is entirely discretionary with the State, that it do so on a certain prescribed day of the year and that it return to standard time on a similarly proscribed day of the year. The bill further provides that if any State elects to go on daylight time, the entire State must adopt that method of reckoning time.

The bill is aimed at creating a uniform national approach to the problem so that there is a logical, consistent pattern to the country's timekeeping. At present, communities are free to do as they please in this respect and the result has been to put a genuine burden on interstate commerce in the true sense of that doctrine of constitutional law. All elements of the interstate shipping industry have had to bear the inconvenience and expense that the present arrangement entails, Mr. Chairman. This refers to those who ship, as well as the carriers, and it refers to passengers as well as to the transportation of freight. The evidence from each of these segments of the population clearly indicates the nationwide support for this corrective measure.

I strongly urge that the House adopt the recommendation of the Committee on Interstate and Foreign Commerce and that it pass this measure. It is a constructive proposal, which establishes a national policy in an area where one is greatly needed.

Mr. STAGGERS. Mr. Chairman, I yield myself such time as I may require.

Mr. Chairman, I would just like to inform the House that at the hearings in the 89th Congress in support of this bill, 11 Congressmen, 8 associations and organizations, and some 80 other interested persons advocated uniform time throughout the United States. Fifteen Government agencies either supported the legislation before the committee or were neutral on the subject. There was not one single person that appeared before the committee in opposition to it.

Now, in reply to the gentleman from Michigan [Mr. HUTCHINSON], I would like to state this: This will not change your time zones in any way. You are still at the same place you are now. If you go on daylight saving time, the eastern zone will go on eastern daylight time and the central zone will go on central daylight time.

Mr. Chairman, I would agree with the gentleman that there are some inequities with reference to the sun in the manner in which it crosses this continent,

and in the manner in which we set our clocks.

Mr. Chairman, we do not have any clock which has thus far been perfected which can keep precise time with the sun. We have never been able to make one of that type. What we do is take a mean time, a middle-of-the-road time, in each time belt.

Mr. Chairman, there are inequities, and this is one of them. However, this can be corrected the same as it could be corrected at any time when you are on standard time, by action of the ICC.

Mr. HARVEY of Michigan. Mr. Chairman, will the gentleman yield?

Mr. STAGGERS. I am glad to yield to the gentleman from Michigan.

Mr. HARVEY of Michigan. I am not certain that my distinguished chairman, the gentleman from West Virginia [Mr. STAGGERS] understands as yet the situation which exists in Michigan. In the State of Michigan we have maintained a single time for the State of Michigan.

Mr. STAGGERS. Yes, I understand.

Mr. HARVEY of Michigan. We have done this with two time zones, but the Upper Peninsula of Michigan being a vast area, running 300 miles in length and 150 miles wide, by going on central daylight time and by the Lower Peninsula being on eastern standard time, this has been achieved. Therefore, during the year we have one continuous time zone for the entire State in that fashion.

The language as contained on page 6 of the bill would require the entire State to change, and would certainly put that in another area of the State. The Upper Peninsula of Michigan would not be able to have the same time. They would have an hour's different time than the Lower Peninsula.

That is the nub of the matter, or the crucial area involved here. That is section 3(a) to which I refer on page 6, which would require the entire State to change and which, I would point out to my Chairman, was not in his original bill. His original bill did not provide for this. This is the part that creates the hardship for the State of Michigan.

Mr. STAGGERS. I would agree with the gentleman from Michigan [Mr. HARVEY], my distinguished colleague on the committee, and say to him that this does not change the time belt. However, it can be changed by the ICC changing the zone line. This is not the only condition which exists like this in the United States. There are many, many others. We have daylight savings time in one part of these areas, while the standard time is observed in other parts.

Mr. GERALD R. FORD. Mr. Chairman, will the gentleman yield further?

Mr. STAGGERS. I would be glad to yield further to the distinguished minority leader.

Mr. GERALD R. FORD. I am glad the chairman appreciates and understands our somewhat unique problem which exists in the State of Michigan.

Mr. STAGGERS. Certainly.

Mr. GERALD R. FORD. And I wish we could find a way by which we could correct the situation without having to go through the time-consuming process, if this bill becomes law, of going to the ICC, which takes time and takes money,

and which will cause great inconvenience to a great many people.

Further, we cannot even be sure that if this should be done. They might run into objections from people from the State of Wisconsin who might have some argument which would be against their wishes and desires.

Mr. Chairman, because of this problem I believe the wise thing to do would be to accept the chairman's original bill. I believe that would be very meritorious and that it would solve this most pressing problem, without getting us into some of these other difficult and unique and unusual problems that might be created through the passage of the bill now pending before us today.

Mr. YOUNGER. Mr. Chairman, will the gentleman yield?

Mr. STAGGERS. I yield to the gentleman from California.

Mr. YOUNGER. I wonder if the difficulty in Michigan might be solved by simply eliminating the word "entire," so that the law provides that the State, including all political subdivisions, shall observe standard time. Their standard time divides the State already.

Mr. STAGGERS. Yes, that is correct.

Mr. YOUNGER. The only difficulty is that it is the entire State involved.

Mr. MOSS. Mr. Chairman, will the gentleman yield?

Mr. STAGGERS. I yield to the gentleman from California.

Mr. MOSS. Mr. Chairman, it seems to me that the situation in a State already in two time zones is not changed at all by the bill pending before us today. The State legislature would elect to take the entire State out from under daylight time only, and it would only be the application of daylight time. If there are two standard time zones, then there would be two standard daylight zones.

The State in its entirety would have to go under daylight time. It would advance in both zones.

Mr. HARVEY of Michigan. Mr. Chairman, will the gentleman yield further to me?

Mr. STAGGERS. I yield further to the gentleman from Michigan.

Mr. HARVEY of Michigan. I think I can clear up that point. The State of Michigan achieved the uniformity in time which they desired by the Upper Peninsula in one zone going on central daylight time, and by the Lower Peninsula in the other zone going on eastern standard time. So they had the same time under the clock all the way across the State of Michigan. This is what we want to attain and achieve. But we cannot do it under this bill because we will either all have to be under eastern daylight time or under eastern standard time.

Mr. MOSS. Is it not the case that Michigan at the present time through the legislature put part of the State in a different time zone than that allocated by the Federal law?

Mr. HARVEY of Michigan. The legislature has not done that. The ICC has done it.

Mr. MOSS. I think the action would come under the ICC to have them reconsider the situation.

Mr. HARVEY of Michigan. It is pos-

sible that the ICC will correct this, but this is hopeful on our part. It might also be possible the citizens of Wisconsin may very well object because it affects them, also.

Mr. O'KONSKI. The citizens of Wisconsin want Michigan to conform to the rest of the country and there will be no objection from the citizens of Wisconsin. I can assure the gentleman of that.

Mr. MOSS. I thank the gentleman.

Mr. KARTH. Mr. Chairman, I rise in support of H.R. 6785, the uniform time legislation, which is before the House. I say it quite sincerely, that notwithstanding the tremendous record of the 1st session of the 89th Congress, there are few measures in memory which have generated such spontaneous and sustained constituent interest from the Fourth District of Minnesota as has the legislation before us.

The last session of the Minnesota Legislature failed to resolve to the satisfaction of the State's city dwellers the problem of the State's daylight saving time law which imposes so-called summer time from the last Sunday in May to the Tuesday after Labor Day.

This period matches daylight saving time for no other area in the Nation. The business and transportation interests in several Minnesota communities in desperation, last year, prevailed upon some city governments to flout the State law and institute daylight saving time on a local basis.

For the cities of St. Paul and Minneapolis the result was unadulterated chaos because while St. Paul went on daylight time her sister city did not. Intercity schedules for buses, schools, governmental offices, and businesses became hopelessly confused.

It was a favorite joke at the time of other catastrophes last year that a Minnesotan was one who had 5 feet of snow in his driveway, no roof on his house, 2 feet of water in his basement—and one who did not know what time it was. Certainly the environmental disasters were unavoidable and at least understandable, but the time confusion was completely man made and intolerable.

Quite frankly, the urban and suburban people in the metropolitan areas of Minnesota who are involved in business and transportation on a national scale are frustrated by a failure of their State legislature to meet their real need for time uniformity. The St. Paul area chamber of commerce, civic, and labor leaders, representatives of the air, motor, and rail industries, and many citizens have strongly urged me to help obtain relief for them through Federal legislation. It is the proper concern of Congress to accomplish this through powers granted in the Constitution, "To regulate commerce with foreign nations and among the several States."

Our distinguished colleague, the gentleman from West Virginia has for many years taken the leadership in advocating uniform time legislation in Congress. On becoming chairman of the House Committee on Interstate and Foreign Commerce a few weeks ago, he called for hearings on pending time legislation and the committee quickly considered and reported favorably H.R. 6785.

Many people in Minnesota and other parts of the United States who perennially have suffered as the consequence of time confusion have reason to be thankful for the remedy this legislation provides.

For my part I want to thank the gentleman from West Virginia and the members of the committee who favored bringing this legislation to the floor of the House.

Mr. FULTON of Tennessee. Mr. Chairman, I would like to take this opportunity to commend the chairman of the House Committee on Interstate and Foreign Commerce, the gentleman from West Virginia [Mr. STAGGERS], and the entire membership of his committee for the work they have done and time contributed in bringing this bill before the House.

Certainly this is a measure of some controversy. However, this is the place to debate the matter and seek accord.

Until recent years the overriding consideration in the issue of standard versus daylight time was local or area convenience. What sort of time best suited the people of one State or subdivision had little impact beyond contiguous areas.

However, as this Nation has grown at such accelerated pace in recent decades that the impact of local and area time observance has become profoundly pronounced and decidedly disruptive.

The hearings held by the committee this year and in years past have demonstrated and documented the confusion, monetary loss, and adverse effect on trade, commerce, and day-to-day living created by the present system of State and local option observance.

Year by year it has become more and more apparent that almost insurmountable circumstances prevent the States and localities from working in concert to bring order out of this annual time chaos.

Indeed, a great deal of effort has been made and some success marked in this field by the Uniform Time Committee under the direction of Mr. Robert Reding. However, the success they have achieved in their praiseworthy efforts to secure uniformity of observance of dates for going on and off daylight time is tempered by the fact that what has been achieved may be lost at any future time by legislation at the State level.

There is no reason today why the Congress should continue to ignore this situation whereby each of the 50 States and their political subdivisions are potentially free to observe time as they see fit within the existing framework.

This is not a question of denying to the States rights guaranteed them by the Constitution.

In this regard I would like to insert in the RECORD an editorial by the Nashville Banner of March 10, 1966, entitled "To End Annual DST Chaos":

TO END ANNUAL DST CHAOS

Nationwide daylight saving time—not piecemeal, with resultant chaos—is the formula of good sense respecting this annual business of changing the clock. The point gets the stress it warrants in renewed legislation to that end just approved by the House Commerce Committee.

Nashville Representative RICHARD FULTON has battled for it, with a measure of his own, practically duplicated in major particulars by this new bill. The Banner has commended the Fulton plan as an acceptable solution to an annual nightmare.

Tennessee got a bellyful of experimental nonsense in that protracted era of tampering with the clock—wherein each community set its own timepiece, impervious to that of its neighbors. The pandemonium of that that was ended only when State law was enacted forbidding daylight saving time.

By and large, the objection is not to daylight time as such, but to the confusion of a crazy quilt time pattern—and the latter objection stands.

A uniform application, for simultaneous adoption and ending, would avert the seasonal ordeal that otherwise ensues. If time zones have meaning, as they are intended to do, it must be for the public benefit; and that benefit adheres to the uniform observance.

With regard to Federal authority in this particular, to correct a disparity magnifying hardship, Congressman FULTON recognizes a responsibility belonging to Congress. So does House Commerce Committee.

The measure sought would be protective of the public interest, and should be passed.

The Nashville Banner has steadfastly been one of the strongest voices in support of States rights. Nonetheless, the Nashville Banner agrees that "with regard to Federal authority in this particular, to correct a disparity magnifying hardship, responsibility belong to Congress."

The editorial also points out that the issue before us is not necessarily daylight or standard time. Rather, it is uniformity of observance. Whether or not one prefers one time or the other is a matter of personal preference.

My personal preference happens to be standard time, but I realize full well that over half the people in this Nation observe saving time during the course of the year and it well may be that the majority of those who do not would prefer to if permitted.

However, in all due respect to personal preference for whatever, the problem here is one of national interest transcending the consideration of individual convenience.

Should, however, there be strong sentiment within a State in opposition to daylight time this bill would permit the legislature of that State to give expression to that sentiment by establishing statewide observance of standard time throughout the year.

Mr. Speaker, this bill is fair, it would end the annual time scramble and resulting confusion and it would place jurisdiction of this matter where it belongs, in the hands of the Congress. It is a good bill and worthy of favorable consideration by the House.

Mr. WHITE of Texas. Mr. Chairman, my home State, the State of Texas, is a big State, and in the matter of time zones, it is asking a great deal to insist that all of the great State of Texas, nearly 900 miles from east to west, be compelled by Government edict to observe the same time zone. Two large counties of my part of the State are largely south of the State of New Mexico and extend half way across New Mexico in a westerly direction. This

portion of the State, under the original time zone survey by the Interstate Commerce Commission, was placed in mountain standard time, which it observes today. Our State has extensive trade and cultural relations, and a great community of interest with neighboring New Mexico. Many people in El Paso County maintain that there is a distinct advantage to observing the same time as New Mexico. Recently our chamber of commerce and local newspapers conducted an informal poll to see whether or not the people of the city of El Paso wished to observe central time, the same as the rest of the State. The vote was heavily in favor of maintaining mountain standard time.

Mr. Chairman, without going into the merits of daylight saving time or of time zones in general, and without stating my personal preference, I believe that any legislation requiring the entire State to observe the same time zone is inadvisable in a State as large and with so many varied interests as the State of Texas. I believe the people of part of my district should be permitted to, at least, choose whether or not to remain in the time zone in which the Interstate Commerce Commission originally placed them.

Mr. SCHMIDHAUSER. Mr. Chairman, the principle of uniformity of time standards is long overdue, but I cannot support uniformity at the cost of the many young schoolchildren who will stand cold and lonely awaiting their schoolbus on rural roads throughout Iowa because this bill extends daylight time to the end of October.

Mr. CLEVELAND. Mr. Chairman, the issue of daylight saving time is very confused and complex. This bill, H.R. 6785, will go far to straighten out the confusion. Indeed, the problem is so confusing that many will sympathize with the suggestion that we forget all about daylight saving and let those who want to get up early, do so.

The bill would make the dates for daylight saving time uniform throughout the United States. They provide that in those States and local jurisdictions where daylight saving time is observed, it shall begin at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

Any State which elects not to adopt daylight time would be required to use standard time.

The bill also establishes eight time zones instead of the present five. They would be Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering.

The bill would eliminate the greater part of the confusion and expense that arises from the present patchwork of time zones established by States, counties, and municipalities. This confusion afflicts the transportation industry interstate business and the traveling public.

Testimony before the Congress indicates that millions of dollars and thousands of man-hours have been wasted over the years in the effort by transportation companies alone to keep proper time schedules before the public.

I am glad to support this legislation and urge that it be passed by the House.

Mr. FRASER. Mr. Chairman, the Uniform Time Act of 1966 on which we vote today, is clearly in the public interest and broadly supported by the people of America.

In my own State of Minnesota, where time confusion rules every spring and fall, public opinion polls show overwhelming support for uniformity. In a statewide Minnesota poll, 58 percent of the people interviewed were in favor of Congress setting uniform dates for starting and ending daylight time.

In the larger cities the support is even stronger. The people of Minneapolis, St. Paul, and Duluth spoke out for uniformity in the ratio of 61 to 34 percent.

In addition, Mr. Chairman, I am very much impressed by the statements of the Federal agencies which sent comments to the Interstate and Foreign Commerce Committee. The Budget Bureau expressed its support for a uniform law and referred to the "patchwork of different times," under our present system.

The Advisory Commission in Intergovernmental Relations brought out a very significant point when it stated:

There does not appear to be any single agency or other central source of information available today that can with certainty provide information as to precisely what time prevails on a given date on a community-to-community basis.

Favorable statements were also made by the Department of the Navy, Department of Commerce, Department of the Interior, Postmaster General, Department of Agriculture, Federal Maritime Commission, and the Civil Aeronautics Board.

I hope our vote today will reflect the will of the people of the United States, who are weary of the confusion caused each year as some parts of our country go on daylight time one month and others a month later. We can correct this situation in time to start together on the last Sunday of April 1966.

Mr. STAGGERS. Mr. Chairman, I have no further requests for time.

Mr. SPRINGER. Mr. Chairman, I have no more requests for time.

The CHAIRMAN. Pursuant to the rule, the Clerk will now read the substitute committee amendment printed in the reported bill as an original bill for the purpose of amendment.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1966".

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264), as modified by the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption

and observance of the same standard of time within and throughout each such standard time zone.

SEC. 3. (a) During the period commencing at 2 o'clock antemeridian on the last Sunday of April of each year and ending at 2 o'clock antemeridian on the last Sunday of October of each year, the standard time of each zone established by the Act of March 19, 1918 (15 U.S.C. 261-264), as modified by the Act of March 4, 1921 (15 U.S.C. 265), shall be advanced one hour and such time as so advanced shall for the purposes of such Act of March 19, 1918, as so modified, be the standard time of such zone during such period; except that any State may by law exempt itself from the provisions of this subsection providing for the advancement of time, but only if such law provides that the entire State (including all political subdivisions thereof) shall observe the standard time otherwise applicable under such Act of March 19, 1918, as so modified, during such period.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified in this section.

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

SEC. 4. (a) The first section of the Act of March 19, 1918, as amended (15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. Except as provided in section 3(a) of the Uniform Time Act of 1966, the standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce, and any such order may be modified from time to time. As used in this Act, the term 'interstate or foreign commerce' means commerce between a State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States and any place outside thereof."

(b) Section 2 of such Act is amended to read as follows:

"SEC. 2. Within the respective zones created under the authority of this Act the standard time of the zone shall insofar as practicable (as determined by the Interstate Commerce Commission) govern the movement of all common carriers engaged in interstate or foreign commerce. In all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive,

or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall insofar as practicable (as determined by the Interstate Commerce Commission) be the United States standard time of the zone within which the act is to be performed."

(c) Section 4 of such Act is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

SEC. 5. The Administrative Procedure Act (5 U.S.C. 1001-1011) shall apply to all proceedings under this Act, the Act of March 19, 1918 (15 U.S.C. 261-264), and the Act of March 4, 1921 (15 U.S.C. 265).

SEC. 6. This Act shall take effect on April 1, 1967; except that if any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or any political subdivision thereof, observes daylight saving time in the year 1966, such time shall advance the standard time otherwise applicable in such place by one hour and shall commence at 2 o'clock antemeridian on the last Sunday in April of the year 1966 and shall end at 2 o'clock antemeridian on the last Sunday in October of the year 1966.

SEC. 7. As used in this Act, the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States.

Mr. STAGGERS (during the reading of the substitute committee amendment). Mr. Chairman, I ask unanimous consent that the substitute committee amendment may be considered as read and be open for amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

AMENDMENT OFFERED BY MR. NELSEN

Mr. NELSEN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. NELSEN: On page 6, strike out lines 11 through 25, and insert in lieu thereof the following:

"Sec. 3. (a) Each State (including all political subdivisions thereof) shall observe the standard time established by the Act of March 19, 1918 (15 U.S.C. 261-264), as modified by the Act of March 4, 1921 (15 U.S.C. 265); except that any State may by law (applicable throughout such State) provide that, during the period commencing at 2 o'clock antemeridian on the last Sunday of April of any year and ending at 2 o'clock antemeridian on the last Sunday of October of such year, the standard time or times applicable in such State under such Act of March 19, 1918, as so modified, shall be advanced one hour."

On page 7, strike out lines 4 and 5, and insert in lieu thereof the following: "be inconsistent with the provisions of subsection (a) of this section."

Mr. NELSEN. Mr. Chairman, this amendment will provide that the States may elect to come under the terms of this law by an act of their legislature. The bill as drafted forces States in and only by an act of their legislature can they withdraw.

The final lines dealing with the language on page 7 refer to the language in the bill that supersedes the State law. My only plea is to give the State the right to make the decision as to whether they wish to come in under the application of this bill, and if we do this, I am sure we will gain much ground so far as support of the bill is concerned.

Mr. HUTCHINSON. Mr. Chairman, will the gentleman yield?

Mr. NELSEN. I am glad to yield to the gentleman from Michigan.

Mr. HUTCHINSON. Do I correctly understand that the effect of the gentleman's amendment would be that every State would be compelled to conform with the time zones as they are now defined by the ICC unless the legislature should take subsequent action?

Mr. NELSEN. I do not think that that is exactly the correct interpretation. The amendment does not deal with time zones; it deals with the provisions of the bill that would give the State the right to make the decision as to whether they wish to accept national uniform daylight saving, which, as the bill would provide, would automatically force them under whether they liked it or not.

Mr. HUTCHINSON. If the gentleman will bear with me, while I do not have the text of his amendment before me, my recollection is that it starts out by saying that the time in each State shall be the time as delineated by the act of 1918—which is, of course, the act in which the boundaries are defined by the ICC. We start out with that, and the gentleman's amendment provides that that shall be the time in that State.

Mr. NELSEN. That is correct.

Mr. HUTCHINSON. I invite the attention of the gentleman to this: the effect of that provision would be—getting back to my State of Michigan—that whereas all of Michigan has been on eastern standard time the year round for 30 years, the gentleman's amendment would once more place the Upper Peninsula in a different time zone than the Lower Peninsula, and the State legislature would be without power to correct the situation. Only the ICC could do so.

There, again, we would be taking power away from the State.

Mr. NELSEN. The purpose of my amendment was to give the State the right to decide whether they wished to come in or wished to stay out. I do not dispute the argument that you advance. The original Staggers bill would have been closer to meeting the needs that you suggest. I do not take any position against the original bill. My purpose was to give the States the right to make this decision. I accept your argument that you do have a problem. It was not my objective to meet that one because I was not aware of it. But I did want the States to make the decision as to whether or not they wished to

come under the provisions of this bill or whether they wanted to stay on standard time.

Mr. HUTCHINSON. Mr. Chairman, will the gentleman yield for one further brief observation?

Mr. NELSEN. I yield.

Mr. HUTCHINSON. I understand the purpose of the gentleman's amendment, but I respectfully suggest that its wording goes further than his stated purpose. The effect of his wording is to create a problem which otherwise would not exist.

Mr. NELSEN. It would exist under the bill, I am sure.

Mr. SPRINGER. Mr. Chairman, will the gentleman yield?

Mr. NELSEN. I yield to the gentleman from Illinois.

Mr. SPRINGER. Would the effect of the Nelsen amendment be to install the provisions of the bill as it came over from the other body?

Mr. NELSEN. Not exactly, no. The original Staggers bill would have done that, as I recall. I was trying to go part way back, if it was possible, and I found myself without success in the committee to do even that. It was my feeling that to force the States to accept the bill without a decision on their part was not good finesse for any piece of legislation.

Mr. SPRINGER. Was not the purpose of the bill as it came over from the other body to give to the States a choice, and if the States made a choice, then it must be on the hour stated in the bill?

Mr. NELSEN. That is exactly right.

Mr. SPRINGER. Is that exactly the bill of the other body?

Mr. NELSEN. Yes.

The CHAIRMAN. The Chair recognizes the gentleman from California [Mr. Moss].

(Mr. MOSS asked and was given permission to revise and extend his remarks.)

Mr. MOSS. Mr. Chairman, I hope the gentleman's amendment is rejected. The situation which occurs in this Nation each year, commencing on the last Sunday of April generally and continuing until the last Sunday of October, is one of complete and utter chaos. If you want to have a stimulating—yes, a challenging—experience, drive across the United States during this period. If you start out from town A at 6 a.m., you can arrive at another town at 6 o'clock, and still another at 6 o'clock, because in some of our States we have refined the torture of keeping time; we have double daylight saving time.

I believe the State of Indiana is a State where one can travel a great distance and still use no time. The traveler has not the remotest idea as to what the time might be.

I know that many of my colleagues in the House have had difficulty in determining when to place long distance telephone calls. This complicates, and incidentally imposes a rather heavy item of expense upon, the formulation of tables of bus transportation and for broadcasting. It makes far more difficult, without conferring any advantages on anyone, the life of a nation which has become closer in each and every year.

There are no new or novel precedents in the bill as it comes before this Committee today. There is no question of interfering with the rights of the States, because clearly the Federal Government took over the field of establishing time zones many years ago.

The question really is whether we are going to have a little bit more uniformity in our chaos, if the amendment of the gentleman from Minnesota is adopted.

We are going to have it all start at the same time, at least, and terminate at the same time. And that is all that will be achieved, unless each 1 of 50 jurisdictions decides that it wants to go a little further.

Mr. NELSEN. Mr. Chairman, will the gentleman yield?

Mr. MOSS. I yield to the gentleman from Minnesota.

Mr. NELSEN. Mr. Chairman, I would like to point out to the gentleman that under the terms of this bill, which is not disturbed by my amendment, if the bill is passed there will be a uniform application of daylight saving time if a State chooses to be on daylight saving. Throughout the State that time will apply. This amendment does not disturb that.

The gentleman is the author of an amendment which would permit the State to act in its legislature to come out from under, if it wishes, which is an admission of the fact and a contradiction of his own argument.

Mr. MOSS. The gentleman has not contradicted his own argument. The gentleman bowed to the oldest principle of legislating, the art of the possible. The gentleman offered in committee, and it failed passage by only one vote, an amendment to impose daylight saving time on every State in this Union, effective the last Sunday of April and continuing until the last Sunday of October.

I am convinced that is the rational approach to this problem. But I could not get the votes. Then, not in refutation of my argument but in recognition of the realities of what might be possible, I offered the amendment with—one might call it a sort of section 14(b) in it—a provision letting the States out if they choose to get out, not imposing it unless the States do.

If we go the other way around, we put to every legislature the question of whether they want to be covered under this. This is a thorny question in legislatures. I served in the legislature of California when we faced up to this problem and did something about it.

The CHAIRMAN. The time of the gentleman from California has expired.

(By unanimous consent, Mr. Moss was allowed to proceed for 3 additional minutes.)

Mr. MOSS. Mr. Chairman, I know it is a thorny problem. I know if we throw the burden back on the legislatures to affirmatively elect to come under daylight saving time, that we are going to have a long period of inaction, and the chaotic situation which exists as one travels across this country will continue and continue and continue.

Mr. NELSEN. Mr. Chairman, will the gentleman yield?

Mr. MOSS. I am happy to yield to the gentleman from Minnesota.

Mr. NELSEN. Does not your amendment provide that the States will have the right legislatively to come out from under, if they wish?

Mr. MOSS. Yes. The emphasis is that they must act to exempt. Your emphasis is that they must act to cover. I think there is a great difference in the type of uniformity that we would achieve.

Mr. NELSEN. Mr. Chairman, will the gentleman yield further?

Mr. MOSS. Yes.

Mr. NELSEN. If your statement was that this is our responsibility, then why do you have a loophole at all if you feel that this should be done?

Mr. MOSS. If I had had the gentleman's vote in committee, there would be no loophole for him to complain about. I did my very best to convince him of the wisdom of more uniformity in the policy, and I failed, and I apologize for my failure.

Mr. NELSEN. As I recall it, in the committee your original amendment provided that the State legislature would have the right to act to come out from under.

In my judgment, that is giving them an admission of the fact.

Mr. MOSS. No. The gentleman is mistaken. My original amendment said daylight saving time would be effective in every State of the Union beginning the last Sunday in April and continuing to the last Sunday of October. I was defeated on a vote of 8 to 9. If I had not been defeated, that would be my position. I still think I would support anyone's amendment to take that additional step, because I think that the Nation would bless all of us if we took that additional step.

Mr. NELSEN. I thank the gentleman. I am sure he would agree it would be pretty hard even for a member of the committee to recite all of the various different things that were done in the committee in their attempt to work this thing out. If I have misstated the gentleman's position, it is certainly not my intention to do so. However, I would like to state my amendment here would be conducive to a passage of this bill and completing action on it. That is my objective.

I thank the gentleman.

AMENDMENT TO THE AMENDMENT OFFERED BY
MR. BERRY

Mr. BERRY. Mr. Chairman, I offer an amendment to the amendment.

The Clerk read as follows:

Amendment offered by Mr. BERRY to the amendment offered by Mr. NELSEN: On line 5, after the word "law" strike all that wording down through line 6 to and including the word "that" and insert in lieu thereof those words "exempt the State or any one of its time zones from the provision of this bill."

Mr. BERRY. Mr. Chairman, this I think will take care of the situation that we have in Michigan and certainly the situation that we have in my Congressional district in South Dakota where the time zone runs right down through the middle of my district. What it would do would be to permit the State

legislatures to exempt the State or a portion of the State from the provisions of the act. I think that this would solve the problem that they have in Michigan and it would help to solve the problem that we have in my State of South Dakota where the time zone runs right through the middle of my district.

Mr. YOUNGER. Mr. Chairman, will the gentleman yield?

Mr. BERRY. Yes. I yield to the gentleman.

Mr. YOUNGER. Does your amendment apply only to those States where there is a division in the present time zone?

Mr. BERRY. Yes, it would apply only to those States.

Mr. YOUNGER. Because we have States now where they have daylight saving time, such as Maryland. They have a State law there, but they exempt two counties. However, that has nothing to do with the time zone. It is just a local ground rule, so to speak. It should specify there, in my opinion, that it applies solely to those States where there is a division between existing time zones.

Mr. BERRY. With my amendment the wording of the Nelsen amendment would read as follows: "except that any State may by law exempt the State or any of its time zones from the provisions of the bill during the period commencing at 2 o'clock" and so on and so forth.

This amendment would help the Nelsen amendment and the Nelsen amendment would be a great help to the bill.

Mr. JONES of Missouri. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I have listened with interest to a lot of these arguments here. It seems that everybody admits daylight saving time is the thing that brings about confusion. I have contended that for years. All we are doing when we have daylight saving time is just confusing everybody. Those people who want to go to work early, let them do it. Those people who do not want to go to work early, fine. Just do away with the whole daylight saving time business, and you will solve the problem and you have nothing else to do. It is a crazy thing to start with. So I am going to vote against all of the amendments and I am going to vote against the bill. I hope some day we will get some sense in the people and they will realize how silly the whole thing about daylight saving time is.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. JONES of Missouri. Yes. I yield to the gentleman.

Mr. GROSS. I have not heard a reason given here for daylight saving time.

Mr. JONES of Missouri. I have not, either. Everybody says that it confuses everybody. I grant you that. It got so confused down in my district the last year where we had a consolidated school district that embraced two small towns. One of them had daylight saving time and the other did not. The school adopted its own time. They split it down the middle and they had a 30-minute difference in time.

Mr. HALEY. Mr. Chairman, will the gentleman yield?

Mr. JONES of Missouri. I yield to the gentleman from Florida.

Mr. HALEY. Of course, regardless of what we are going to do here or what kind of a bill you might pass to try to save the daylight, the sun will just stay out so many hours a day, and there is nothing that Congress can do about it.

Mr. JONES of Missouri. That is exactly right. Another example in the State of Missouri is where the city council in the capital city of Jefferson a few years ago adopted a resolution and passed an ordinance establishing daylight saving time. Well, the Governor of the State of Missouri was a very knowledgeable man and I think one of the smartest men I have ever known. He said, "Well, the city of Jefferson can have daylight saving time, but all of the employees of the State are going to stay on regular time."

The next day they called a special session of the council and repealed the ordinance, and sanity was restored.

Mr. Chairman, I would say that any time you get involved in daylight saving time you are just creating problems that you do not have to have.

So I would say, let us vote down the whole thing.

Mr. Chairman, I yield back the balance of my time.

Mr. WHITE of Idaho. Mr. Chairman, I rise in support of the amendment.

(Mr. WHITE of Idaho asked and was given permission to revise and extend his remarks.)

Mr. WHITE of Idaho. Mr. Chairman, I have been very interested in this debate. I believe that if anyone will take a look at the State of Idaho they will find it is the only State in the Union that is divided by time zone boundaries, not into east-west areas, but into north-south areas. Therefore, perhaps for the sake of uniformity we could divide the United States up in that fashion, having the southern part of the United States in one time zone, and the northern part of the United States a different time zone.

But, Mr. Chairman, I believe that for the purposes of the record I should attempt to clarify what this particular piece of legislation will do in my own State of Idaho. I represent the only State that is sometimes referred to as having three capitals—Boise, Spokane, Wash., and Salt Lake City, Utah, and much of Idaho's business is oriented to these cities in adjacent States. You either have to go to Boise for your supplies or you have to go to Spokane or Salt Lake City.

Mr. Chairman, any time the State of Washington does on daylight saving time and Idaho does not, it creates a local problem in north Idaho. The same is true with reference to the State of Utah and southern Idaho.

Because of the time zone division in Idaho, it is possible for the State to have four different times at the same time. We can have mountain standard time, mountain daylight time, Pacific standard time; and Pacific daylight time. In fact, this condition actually exists twice during each year.

But, again, Mr. Chairman, time measurement is complicated by one other thing. In the northern part of the State there are many towns in deep and narrow valleys in high mountains where the sun does not come up until about 10 o'clock, and then goes down about 2 o'clock. These people want mountain standard time the year around. They would not want to change when other parts of the United States change to daylight saving time. This is now possible thru local option.

Also, Mr. Chairman, we have railroad time in our area, which does not conform to the local time, as it is divided at locations other than at established time boundaries. For instance, Paradise, Mont., 100 miles east of the Idaho-Montana line is a division point on the Northern Pacific Railway and is the point where the railroad changes time.

Mr. Chairman, I am going to support the amendment which has been offered by the gentleman from South Dakota, because this is the only way that I can see that all of the people of Idaho would be satisfied. I know that Shoshone County is not going to vote for daylight saving time, and I also know that other parts of the State are not going to do so. Mr. Chairman, if there is a chance for local option it seems like it should prevail in this particular instance.

Mr. Chairman, I want to thank the members of the committee for bringing the legislation before this body, but I think it will be improved through the adoption of the amendment which has been offered by the gentleman from South Dakota.

Mr. STAGGERS. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I might say for the clarification of the members of the committee that today 36 States in the Union, by their own wishes and votes, have some kind of daylight saving time. Two States have daylight saving time in reverse—parts of those States. Twelve States do not have any form of daylight saving time today.

Mr. Chairman, that is the reason that the Committee on Interstate and Foreign Commerce has come to the conclusion that it is time for us to accept our responsibility and do our duty as we are supposed to do it, and to set some kind of uniformity in this Nation with reference to time.

Mr. Chairman, I realize that it is going to inconvenience some, and it is bound to do so. However, there has never been a law passed in this Congress which has not inconvenienced someone, or to which some were not opposed.

Mr. Chairman, that is the reason we have a democratic form of government, and that the principle of the majority rules.

Mr. Chairman, we have tried to work out in the committee the best possible bill which we could write. This is an issue that has been confronting the American people for the last 30 years. The confusion has gotten so great and the problem today is so intense that those who have been opposed through the years to this legislation have come and said "Let us try to bring some order out of this confusion."

Mr. Chairman, in speaking of the problem which is existing in the State of Michigan I recognize that they do have a problem. However, I am certain that if this is brought to the attention of the ICC that it can be worked out, because time zones have been set by the Congress, then they are under the jurisdiction of the ICC and under the law action can be taken to correct inequities.

Mr. CUNNINGHAM. Mr. Chairman, will my distinguished chairman yield?

Mr. STAGGERS. Yes, I am glad to yield to the gentleman.

Mr. CUNNINGHAM. In your original statement how many states did you say had daylight saving time?

Mr. STAGGERS. I said that 36 States had some kind of daylight saving time.

Mr. CUNNINGHAM. Yes, that is what I wanted to ask about. That means, of course, that these 36 States do not necessarily have statewide daylight savings time.

Mr. STAGGERS. That is correct.

Mr. CUNNINGHAM. You do not mean then that these 36 States have statewide daylight saving time?

Mr. STAGGERS. No. The gentleman is correct.

Mr. CUNNINGHAM. In other words, some cities in the 36 States might have and other cities in these same States might not.

Mr. STAGGERS. If the gentleman will let me explain it. There are 18 States in the United States that go on daylight saving time throughout the State as a whole. There are 18 more where they have portions of the State and different localities or counties or municipalities that go on daylight saving time, and that is what adds to the confusion across the country. It is the duty and responsibility of this Congress under the Constitution and by the precedents that have been established to set the time standards of the Nation.

Mr. CUNNINGHAM. I thank the chairman. I did want that to be clear for the RECORD.

Mr. JONES of Missouri. Mr. Chairman, will the gentleman yield for a question?

Mr. STAGGERS. I yield to the gentleman.

Mr. JONES of Missouri. Do you not think that we would eliminate the confusion if we would just forget about daylight saving time? Would there not be less confusion than we have now if that were done?

Mr. STAGGERS. I would agree with the gentleman. I would say that there has been action taken in the greater portion of this Nation to do something on the other side. What we are trying to do is to eliminate the confusion.

Mr. JONES of Missouri. As chairman of this great committee, it would seem that you would be encouraged to do that since you agree with me that it would eliminate the confusion if we do away with daylight saving time. Why do you not start with that?

Mr. STAGGERS. I think that when we have the representatives of the 36 States sitting here in this Chamber, I do not think that we would get very far with that.

Mr. Chairman, I hope that both of these amendments are voted down.

Mr. WATSON. Mr. Chairman, I move to strike out the requisite number of words.

Mr. Chairman and colleagues, it is rather ironic that our able and genial chairman and the members of our committee, in an effort to bring about more uniformity and eliminate confusion, apparently have caused a great deal of confusion. Witness this debate over the last few minutes.

I want to assure you as far as daylight saving time is concerned in South Carolina, we do not use it. Really it is not necessary down home. We have to start early. Whenever the sun rises, I would say to my dear friend, the gentleman from Florida, we start working then in order to try to keep up with you wonderful friends in the other States. So it really does not have any applicability to our particular State.

But, Mr. Chairman, I do rise in support of the amendment offered by the gentleman from Minnesota. Actually it will accomplish the desired result of this particular legislation. It will be uniform so far as the commencing date and the ending date in any State which elects to go on daylight saving time. I agree with that principle. I think it will bring about some degree of uniformity and clarification. Additionally, it will eliminate the fact that we have daylight saving time in some municipalities, in some areas of a State and do not have it statewide. With the amendment offered by the gentleman from Minnesota, it will still be applicable statewide.

As I understand it, his amendment simply provides this: It does not force the State to take affirmative action in order to remain on standard time; however, it must pass legislation to go on daylight saving time. We in this Congress have done a rather thorough job of eliminating a good many of the rights and prerogatives of the States. You might say that this is just a little consideration for them, yet I believe they deserve it and would be grateful for all small favors. Let us say to the States through passage of the amendment to this legislation—if you want to get on daylight saving time—if you think you are not getting up early enough—then you can take positive action and go on daylight saving time. If you do not take this affirmative action, then you remain on the standard time of your particular time zone. That seems to be a fair enough proposition. We are going to accomplish the same objective and without imposing an additional burden on the States. I can appreciate the position of my friend, the gentleman from California. In committee he tried to make it mandatory that all of the States go on daylight saving time during this uniform period.

Although such may be desirable, which I do not agree, it is going too far. Ultimately we might reach that particular objective, but right now I think the amendment of the gentleman from Minnesota is simply a proposition of whether or not you want to force a State to do something or whether you want to make it permissive for a State to do this. I

think it is the better part of judgment that we try to operate in accordance with the principle of allowing a State to retain this particular right so long as they want it.

I would urge the Members to support the amendment of the gentleman from Minnesota because I believe it will accomplish the desired objectives of my esteemed friend and our able and genial colleague from the great State of West Virginia.

Mr. NELSEN. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I would like to point out that the problem that has been set forth here with reference to the State of Michigan and now the States of Idaho and South Dakota was not thoroughly discussed in the committee. I am not a lawyer. I do not know if the language of the Berry amendment properly meets the problem. I hope it does.

I wish to say that if the Berry amendment meets the problem, I certainly would be most happy to accept it. I think something must be done to meet the problem that has been brought out on this floor by States such as Michigan and Idaho and South Dakota.

The CHAIRMAN. The question is on the amendment offered by the gentleman from South Dakota [Mr. BERRY] to the amendment offered by the gentleman from Minnesota [Mr. NELSEN].

The amendment to the amendment was rejected.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota.

The question was taken; and on a division (demanded by Mr. NELSEN) there were—ayes 37, noes 65.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. CUNNINGHAM

Mr. CUNNINGHAM. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CUNNINGHAM: Beginning with line 20 on page 5, strike out all down through line 11 on page 10 and insert in lieu thereof the following:

"That this Act may be cited as the 'Uniform Time Act of 1966'.

"SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled 'An Act to save daylight and to provide standard time for the United States', approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-263), and the Act entitled 'An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone', approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

"SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

"(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or

political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified in this section.

"(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

"SEC. 4. Notwithstanding the provisions of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time consistent with the provisions of section 3 of this Act, in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that such time during such period shall be said daylight saving time, and such time shall be the exclusive time within such State or political subdivision or the District of Columbia, as the case may be, for the transaction of all public business by any department, agency, or court of the United States, or by any officer, agent, employee, or representative of any such department, agency, or court.

"SEC. 5. (a) The first section of the Act entitled 'An Act to save daylight and to provide standard time for the United States', approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

"(b) Section of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and

designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

"SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled 'An Act to save daylight and to provide standard time for the United States', approved March 19, 1918, as amended, and the Act entitled 'An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone', approved March 4, 1921."

Mr. CUNNINGHAM (interrupting the reading). Mr. Chairman, I ask unanimous consent that further reading of the amendment be dispensed with.

The CHAIRMAN. Is there objection to the request of the gentleman from Nebraska?

Mr. MOSS. Mr. Chairman, reserving the right to object, was the amendment offered by the gentleman from Nebraska offered at any time in the committee while the bill was under consideration?

Mr. CUNNINGHAM. This amendment would do what the gentleman voted against.

Mr. MOSS. The answer is partly responsive. I seek in good faith to know whether it is something that was brought to the attention of the committee.

Mr. CUNNINGHAM. You can reserve the right to object. I will respond at the proper time.

The CHAIRMAN. Is there objection to the request of the gentleman from Nebraska?

Mr. MOSS. Mr. Chairman, in view of the gentleman's lack of courtesy in responding to a proper question, I must most reluctantly object.

The CHAIRMAN. Objection is heard. The Clerk will continue to read.

The Clerk continued and concluded the reading of the amendment.

Mr. CUNNINGHAM. Mr. Chairman, I am sorry that the objection by the gentleman from California [Mr. Moss] took so much time because I know the Members have other things to do.

This amendment is very simple. What this amendment does is simply go back to the original Staggers bill, which says that whoever wishes to be on daylight saving time shall begin at a date certain and go off at a date certain. That is the original bill.

We had no hearings on this other proposition, that everybody has to be on it unless the legislatures decide to take them off. There were no hearings whatsoever on this part of the bill.

I said on the floor, during general debate, that this matter is a very complex, confusing problem in many parts of the country. I was a mayor before I came here several years ago of a city of 330,000 people. Almost every year the matter of daylight saving time came up. The council chamber was packed with a lot of people who were in favor of it. I personally am in favor of it. But it has a lot to do with the economic situation in the various communities, particularly in the farming communities and many came to the council meeting to protest daylight time.

I believe that this bill in its present form is going to cause so much confusion that there will be a good chance that

nothing at all will pass. So my amendment, if adopted, will go back to the original bill of our distinguished chairman [Mr. STAGGERS], and, repeating, to simply say that this would be a first step. Everybody who wishes to go on daylight saving time shall go on at a date certain and go off at a date certain.

This is not, in any way, shape, or form, a political matter. It is not a partisan issue. There are Members on both sides of the aisle, and I plead with them who have serious reservations about the committee bill and the confusion that will result if any such bill, as originally proposed here, is passed.

I hope that members of both parties will not stand up, one side against the other, on this, because it certainly is not a partisan issue. There has been no pressure from the administration that I know of for the committee bill.

I personally favor daylight time. But Nebraska, where I come from, is 500 miles long, and it has two time zones. If this bill is passed, then the whole State would have to go on daylight time or get out from under daylight saving time. It would cause a great deal of unhappiness and confusion, because there are some cities in the eastern part of the State who may want daylight saving time. There are some in the central or western part who would not want it.

I hope that the Members will give serious consideration to going back to the original Staggers bill. Nationwide daylight time will cause much confusion, so let us take the first step as Chairman STAGGERS first proposed and get that through. Then, after that, we can go into these other facets of the matter and perhaps they can be worked out after full and open hearings. However, to put it all in one package is, I think, unwise. As I said, there were no hearings on the bulk of the bill, that is, the additions to it from the original Staggers bill. There were no hearings at all. It was brought up in executive session by the gentleman from California [Mr. MOSS] with little discussion. Why he wants this is beyond me, but he has explained his position. I do not think a Congressman from California should legislate for all of the other communities and States in the Union. That is exactly what is being done if this bill is adopted in toto. So, Mr. Chairman, I would reiterate: Let us go back to the original Staggers bill as the first step. I think it will accomplish what we are seeking to do here, which is avoid confusion particularly in the transportation industry. There were no hearings on the matter of having everybody go on it unless the State legislature decides not to. And the vote in committee was close.

So let me say again that this is not a partisan matter. There has not been any arm twisting on this and there is no really big push behind this. Let us start in a small way by adopting this amendment and then go into the rest of it at some other time. Let us get a bill, a first step such as the other body has already done.

Mr. MOSS. Mr. Chairman, I rise in opposition to the amendment.

(Mr. MOSS asked and was given permission to revise and extend his remarks.)

Mr. MOSS. Mr. Chairman, I want to join my colleague from Nebraska in expressing regret that it was necessary to have his amendment read in its entirety. This is my 14th year in this House. Today was the first time I was confronted with such lack of courtesy that I was forced to withhold unanimous consent to a request of a colleague. I have never done that before.

Mr. CUNNINGHAM. Mr. Chairman, will the gentleman yield?

Mr. MOSS. And I regret the discourtesy which was evidenced in declining to answer a question put respectfully to a colleague.

Mr. CUNNINGHAM. Mr. Chairman, will the gentleman yield?

Mr. MOSS. And I will not yield now to that colleague.

Mr. Chairman, I rise here now to oppose an amendment which would reimpose a pattern of chaotic confusion on the time zones of this Nation. It would sanction the multiplicity of zones in the 50 States which we now encounter. The only thing that would be achieved constructively if the amendment should be adopted would be to have that confusion become effective on the last Sunday of April and terminate on the last Sunday of October. That is all in the world that would be achieved. It would not remove the economic impact of the great many schedules that have to be prepared for transportation companies across this Nation. It would not clear up the question of whether to phone town A at 7 in the morning to get them at 6 or to phone them at 6 to get them at 8. It would not clear up any of that confusion. It would really perpetuate an impossible situation.

Now, I think the amount of opposition to a standardized time in this country has been vastly overstated. Many years ago, 18 years ago, when I served in the Legislature of California, I know that the matter of time was a very lively issue, but our communications in the intervening years have improved tremendously. This Nation, from the standpoint of time, is much smaller and closer together. It is important that we have a more orderly pattern of time. I hope that we make that possible by voting down this amendment and adopting not the proposal of this gentleman from California but the proposal of the overwhelming majority of the members of the great Committee on Interstate and Foreign Commerce, the overwhelming majority of the members on both sides of the aisle in that committee.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Nebraska [Mr. CUNNINGHAM].

The question was taken; and on a division (demanded by Mr. CUNNINGHAM) there were—ayes 14, noes 67.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. ANDREWS OF NORTH DAKOTA

Mr. ANDREWS of North Dakota. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ANDREWS of North Dakota: Page 6, line 12, in section 3, delete "last Sunday of April" and substitute "Memorial Day."

Lines 13 and 14, delete "last Sunday of October" and substitute "Labor Day," and make the same changes in section 6.

Mr. ANDREWS of North Dakota. Mr. Chairman, I shall be brief.

Mr. Chairman, this is what happens when a bill like this fails to recognize local problems. Our country is a large nation. The hours of daylight vary. Certainly in North Dakota we do not have spots like those alluded to earlier in the great State of Idaho where the sun comes up at 12 o'clock noon and the sun sets at 2 o'clock in the afternoon.

But, Mr. Chairman, we do have a much shorter period of daylight, particularly in the fall and spring, than other States.

Mr. Chairman, under the provisions of this bill in the Northern States children will find themselves going to school in the dark. This is not good. They would be walking over city streets in darkness to school, or they would be waiting by the side of the road for schoolbuses in darkness.

Mr. Chairman, I believe as a matter of child safety, certainly of paramount importance, these dates should be changed to conform to the generally recognized summer vacation schedule of Memorial Day to Labor Day which is recognized all over this country.

My amendment does just that and I urge its adoption. Certainly it would be tragic to lose the lives of children because of failure to provide them with the best possible traveling conditions.

Mr. Chairman, I yield back the balance of my time.

The CHAIRMAN. The question is on the amendment offered by the gentleman from North Dakota.

The amendment was rejected.

AMENDMENT OFFERED BY MR. HARVEY OF MICHIGAN

Mr. HARVEY of Michigan. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. HARVEY of Michigan: On page 6, line 20, insert "or any portion of such State" immediately after "exempt itself", and beginning in line 22 on page 6, strike out "but only if" and all that follows down through the period on line 25 of page 6.

Mr. HARVEY of Michigan. Mr. Chairman, I shall take only a few minutes of the time of the Committee.

This, however, is what I call a Michigan amendment.

Mr. Chairman, those Members of the Committee of the Whole House on the State of the Union who were on the floor earlier will recall that we pointed out the fact that the Upper Peninsula of Michigan is on one time zone, and the Lower Peninsula of Michigan is on another time zone, by virtue of the regulation of the Interstate Commerce Commission.

Mr. Chairman and Members of the Committee, this bill would require that all of the areas of Michigan either go on

daylight saving time at a particular time, and go off daylight saving time at a particular time, but that the entire State must either accept standard time or daylight saving time.

Mr. Chairman, the State of Michigan has considered this problem several times and it did so long ago. As a State, we tried and we liked the idea very much of having the entire State on the same time. I do not see anything wrong with that at all. We thought we had resolved this problem. The manner in which we did it was to put the Upper Peninsula of Michigan on central daylight time, and put the Lower Peninsula of Michigan on eastern standard time. Thereby we made it possible for us in the State to enjoy one time, which we feel is a tremendous advantage to us in doing our affairs, and performing our business as we do, day after day.

Now, Mr. Chairman, what would this bill do? It would prevent that from happening. It would separate one congressional district, I might point out, which would have one time zone in part of it, and another time zone in another part of the district.

Mr. Chairman, this would cause utter confusion in a particular part of the State, and in the entire State, for that matter.

So, Mr. Chairman, I say to the members of the committee that my amendment will eliminate that problem. It would permit the State legislature to designate various portions of the State, if need be to have either daylight saving time or standard time as they see fit. In that way the Upper Peninsula and the Lower Peninsula could continue to have the same time zone.

I cannot see anything wrong with that. I must admit I am bothered when anyone who is against this bill or against any part of it is supposedly accused of "reimposing a pattern of confusion" or causing confusion because it seems to me the manner in which the bill is drawn is in itself causing the confusion. I see nothing wrong if the whole State of Michigan, which is 350 miles roughly speaking from its southerly boundary to its northern boundary and 300 miles from east to west decides it would like to have the same time zone and that it would like to be able to have telephone and transportation schedules and everything else on the same time zone, I think we should be commended and my amendment would permit it. That is why I call it the Michigan amendment.

Mr. SPRINGER. Mr. Chairman, will the gentleman yield?

Mr. HARVEY of Michigan. I yield to the gentleman.

Mr. SPRINGER. I want to be sure I understand the amendment offered by the distinguished gentleman from Michigan. Would this be applicable solely to Michigan and its problems?

Mr. HARVEY of Michigan. No, I would say to the gentleman from Illinois, it would not be applicable solely to the State of Michigan. Line 20, page 6, specifically provides that any State may by law exempt itself, or any portion of such State—which would mean any of the 50 States. I know of no way of writ-

ing the law, however, so that only Michigan would be covered.

Mr. SPRINGER. I thank the gentleman.

Mr. DINGELL. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Michigan.

Mr. Chairman, I have great respect for my good friend and colleague, the gentleman from Michigan, for whom I have a particular affection. But I would point out to him that if this is a Michigan amendment it is pernicious—although I am sure the gentleman's motives are of the best.

The result of the amendment he offers is to recognize, sanctify, and perpetuate exactly the chaotic conditions we have in this Nation today. The State of Michigan is not unique in being split into two time zones. Almost every part of this country has States which happen to be split into two time zones.

But the gentleman's amendment goes vastly further than he would have the House believe. What my good friend's amendment does is actually to permit the establishment of local option time or to permit the States to establish precisely the same patchwork that we are now seeking to legislate against.

The remarks that have been made here today about trying to establish uniformity of time and to retain the patchwork structure of time zones with which we now find ourselves afflicted in this Nation, I am sure were the same comments which were made in this body when the original legislation was passed a number of years ago to establish uniform time zones.

I would point out to my good friend, the gentleman from Michigan, and I think this is worthy of note by the Members of this body, that page 8 of the bill provides language under which the Interstate Commerce Commission may take steps to assure that peculiar local problems, the needs of local commerce and business, and the convenience of the traveling public are fully and adequately protected by authorizing the limits of each zone to be defined by an order of the Interstate Commerce Commission. I am quoting from the bill now.

The bill reads as follows:

The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce, and any such order may be modified from time to time.

I would point out to the gentleman from Michigan, I heard no great complaint from the citizens of the State of Michigan over being divided into two time zones. Our State has thrived under this.

My good friend's amendment does nothing more than authorize the perpetuation of the kind of situation I saw when I served in the U.S. Army some 20 years ago when within 10 miles from the Army post on which I served, we had no less than four time zones—eastern standard, eastern daylight, central standard, and central daylight.

Mr. HARVEY of Michigan. Mr. Chairman, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. HARVEY of Michigan. I am not certain that my good friend from Michigan understands my point. I think I would agree with him that Michigan is not unique in having two time zones, but I think he would agree with me that Michigan is unique in the way they have solved this problem by deciding that they all want to be on one time. The Upper Peninsula, I will say to my friend, is on central time in one case and the Lower Peninsula is on eastern standard time. So that we in Michigan all want to go on the same time and I think that is unique.

Mr. DINGELL. Mr. Chairman, I must decline to yield further to my good friend because I notice my time is running out.

Mr. CLEVINGER. Mr. Chairman, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. CLEVINGER. I am not so sure as to how well my colleague from the lower part of the State can speak of the Upper Peninsula. I do not know how great a uniformity we have in Michigan. Last week I was in a part of my district which I still believe is in Michigan. One town had a meeting at 3 o'clock and I called about a meeting in another town and they told me their time was 2 o'clock. So we do not have uniform time. There are times when we have differing times right now on the western end of the peninsula where one place it will be 3 o'clock and in another place 2 o'clock. The towns of Menominee, Laurium, and Ironwood are behind the time of the rest of Michigan. So I do not think there is any uniformity about the thing.

Mr. DINGELL. I would like to point out to my good friend that the amendment he talks about is not going to solve the problem we are discussing in the State of Michigan. It is simply going to sanctify the hodgepodge or patchwork. The gentleman's amendment raises conflicting ideas and contradictory time zones in every part of this Nation and in every part of this situation.

The perpetuation of that confusion and obnoxious situation would impose a tremendous difficulty upon our people.

I yield back the balance of my time.

The CHAIRMAN. The question is on the amendment of the gentleman from Michigan [Mr. HARVEY].

The amendment was rejected.

Mr. GROSS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Chairman, I was here when the daylight saving time legislation came up for renewal each year, and I fully intended to support this bill until it becomes obvious that not a single amendment to improve it would be adopted.

I suggest that the confusion and chaos, about which we have heard so much, could have been cured if the committee had simply recommended Greenwich Mean Time for the entire Nation. We would then operate on the same time throughout the country. Some people

might have had to go to work in darkness and there will be millions operating on that basis with this bill.

When you rejected the amendment to restrict the effective time of this bill, as the gentleman from North Dakota [Mr. ANDREWS], suggested, from Memorial Day to Labor Day, that is when you lost my vote, for whatever it means, and it probably does not mean very much to you. The last Sunday in October 1971 will be October 31. I am not going to vote today to make myself a party to a tragedy on the highways of Iowa where schoolchildren, coming across the highway to catch a schoolbus in the darkness and semidarkness of late fall, are mowed down by a truck or car. It should not be necessary to remind you that the days and nights become equal in daylight and darkness on September 21.

I am not going to be a party to such tragedy, and that is what will happen eventually in Iowa, and elsewhere in the country, when you try to operate school buses in early morning darkness during the month of October in all kinds of weather—fog, sleet, rain, icy highways, and so forth. You are asking for it when you run the effective date of this bill, the closing-out date, to the last Sunday in October.

Let the blood be on your hands, not mine.

The CHAIRMAN. The question now recurs on the committee amendment to the bill.

The committee amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker pro tempore having resumed the chair [Mr. KARSTEN], Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 6785) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, pursuant to House Resolution 775, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER pro tempore. Under the rule, the previous question is ordered.

The question is on the adoption of the amendment.

The amendment was agreed to.

The SPEAKER pro tempore. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER pro tempore. The question is on the passage of the bill.

The question was taken; and the Speaker announced that the ayes appeared to have it.

Mr. HARVEY of Michigan. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 292, nays 93, not voting 48, as follows:

[Roll No. 40]

YEAS—292

Adams	Gonzalez	Murphy, Ill.
Addabbo	Goodell	Murphy, N.Y.
Albert	Grabowski	Natcher
Anderson, Ill.	Gray	Nedzi
Anderson, Tenn.	Green, Oreg.	O'Brien
Annunzio	Green, Pa.	O'Hara, Ill.
Arends	Grider	O'Hara, Mich.
Ashley	Griffiths	O'Konski
Aspinall	Grover	Olsen, Mont.
Ayres	Gubser	O'Neal, Ga.
Barrett	Gurney	O'Neill, Mass.
Bates	Hagan, Ga.	Ottlinger
Beckworth	Halpern	Passman
Bell	Hanley	Patman
Bennett	Hanna	Patten
Bingham	Hansen, Idaho	Pelly
Boggs	Hansen, Wash.	Pepper
Boland	Hardy	Perkins
Brademas	Hathaway	Philbin
Brock	Hawkins	Pickle
Brooks	Hays	Pike
Broyhill, Va.	Hechler	Pirnie
Burke	Helstoski	Poff
Burton, Calif.	Hicks	Price
Byrne, Pa.	Hollifield	Pucinski
Byrnes, Wls.	Holland	Purcell
Cahill	Horton	Quile
Cameron	Hosmer	Quillen
Carey	Howard	Race
Chelf	Hull	Rees
Clark	Hungate	Reid, Ill.
Clausen,	Huot	Reid, N.Y.
Don H.	Ichord	Resnick
Cleveland	Irwin	Reuss
Clevenger	Jacobs	Rhodes, Ariz.
Cohelan	Jarman	Rhodes, Pa.
Conable	Joelson	Rivers, Alaska
Conyers	Johnson, Calif.	Rivers, S.C.
Cooley	Johnson, Okla.	Robison
Corbett	Johnson, Pa.	Rodino
Corman	Karsten	Rogers, Colo.
Craley	Karth	Rogers, Fla.
Cramer	Kastenmeier	Rogers, Tex.
Curtin	Kee	Ronan
Daddario	Keith	Rooney, N.Y.
Dague	Kelly	Rooney, Pa.
Daniels	Keogh	Rosenthal
Davis, Ga.	King, Calif.	Rostenkowski
Davis, Wis.	King, N.Y.	Roybal
Dawson	King, Utah	Ryan
De la Garza	Kirwan	Satterfield
Delaney	Kluczynski	St Germain
Dent	Kornegay	St. Onge
Denton	Krebs	Saylor
Derwinski	Kunkel	Scheuer
Diggs	Kupferman	Schlesler
Dingell	Laird	Schneebell
Donohue	Landrum	Schweiker
Dulski	Leggett	Scott
Dwyer	Lipscomb	Senner
Dyal	Long, Md.	Shipley
Edmondson	McClory	Sickles
Evans, Colo.	McDade	Slack
Everett	McDowell	Smith, Calif.
Evins, Tenn.	McEwen	Smith, Iowa
Fallon	McFall	Smith, N.Y.
Farbstein	McGrath	Smith, Va.
Farnsley	McVicker	Springer
Farnum	Macdonald	Stafford
Fascell	MacGregor	Stagers
Felghan	Machen	Stalbaum
Findley	Mackay	Steed
Fino	Mackie	Stephens
Fisher	Madden	Stratton
Flood	Mahon	Stubblefield
Flynt	Mailliard	Talcott
Fogarty	Marsh	Teague, Calif.
Foley	Mathias	Tenzer
Ford,	Matsunaga	Thompson, N.J.
William D.	May	Thompson, Tex.
Fraser	Meeds	Thomson, Wis.
Frelinghuysen	Michel	Todd
Friedel	Minish	Trimble
Fulton, Pa.	Mink	Tuck
Fulton, Tenn.	Monagan	Tunney
Gallagher	Moore	Tupper
Garmatz	Moorhead	Tuten
Gettys	Morgan	Udall
Gialmo	Morris	Ullman
Gibbons	Morse	Utt
Gilbert	Morton	Van Deerlin
Gilligan	Moss	Vanik
	Multer	Vigorito

Vivian Walker, N. Mex.	Widnall Wilson, Bob	Wydlar Yates
Watkins	Wilson,	Young
Watts	Charles H.	Younger
Weitner	Wright	Zablocki
Whalley	Wyatt	

NAYS—93

Abernethy	Curtis	McMillan
Adair	Devine	Martin, Nebr.
Andrews,	Dole	Mills
George W.	Dorn	Minshall
Andrews,	Dow	Mize
Glenn	Duncan, Oreg.	Moeller
Andrews,	Duncan, Tenn.	Mosher
N. Dak.	Edwards, Ala.	Nelsen
Ashbrook	Edwards, La.	Olson, Minn.
Ashmore	Ford, Gerald R.	Poage
Bandstra	Fountain	Randall
Battin	Gathings	Redlin
Belcher	Gross	Relfel
Berry	Haley	Roberts
Betts	Hall	Roush
Bolton	Hamilton	Schmidhauser
Bow	Hansen, Iowa	Secret
Bray	Harsha	Selden
Brown, Ohio	Harvey, Mich.	Shriver
Broyhill, N.C.	Hébert	Sikes
Buchanan	Henderson	Skubitz
Burleson	Hutchinson	Stanton
Burton, Utah	Jonas	Sullivan
Callan	Jones, Ala.	Sweeney
Callaway	Jones, Mo.	Taylor
Carter	Jones, N.C.	Waggonner
Casey	Langen	Watson
Cederberg	Latta	White, Idaho
Chamberlain	Lennon	White, Tex.
Clancy	Long, La.	Whitener
Colmer	Love	Whitten
Cunningham	McCulloch	Williams

NOT VOTING—48

Abbitt	Ellsworth	Murray
Baring	Erlenborn	Nix
Blatnik	Fuqua	Pool
Bolling	Greigg	Powell
Broomfield	Griffin	Reinecke
Brown, Calif.	Hagen, Calif.	Roncalio
Cabell	Halleck	Roudebush
Celler	Harvey, Ind.	Rumsfeld
Clawson, Del	Herlong	Sisk
Collier	Jennings	Teague, Tex.
Conte	McCarthy	Toll
Culver	Martin, Ala.	Walker, Miss.
Dickinson	Martin, Mass.	Willis
Dowdy	Matthews	Wolff
Downing	Miller	
Edwards, Calif.	Morrison	

So the bill was passed.

The Clerk announced the following pairs:

Mr. Toll with Mr. Halleck.
 Mr. Brown of California with Mr. Reinecke.
 Mr. Wolff with Mr. Broomfield.
 Mr. Matthews with Mr. Martin of Massachusetts.
 Mr. Powell with Mr. Blatnik.
 Mr. Morrison with Mr. Harvey of Indiana.
 Mr. Miller with Mr. Del Clawson.
 Mr. Nix with Mr. Conte.
 Mr. Downing with Mr. Dickinson.
 Mr. Celler with Mr. Roudebush.
 Mr. Fuqua with Mr. Griffin.
 Mr. Jennings with Mr. Ellsworth.
 Mr. Pool with Mr. Erlenborn.
 Mr. Sisk with Mr. Collier.
 Mr. Cabell with Mr. Martin of Alabama.
 Mr. Herlong with Mr. Walker of Mississippi.
 Mr. Roncalio with Mr. Rumsfeld.
 Mr. Teague of Texas with Mr. McCarthy.
 Mr. Culver with Mr. Dowdy.
 Mr. Hagen of California with Mr. Willis.
 Mr. Baring with Mr. Abbitt.
 Mr. Greigg with Mr. Edwards of California.

Mr. CURTIS changed his vote from "yea" to "nay."

Mr. HICKS changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

The SPEAKER pro tempore. Pursuant to the provisions of House Resolution 775, the Committee on Interstate and Foreign Commerce is discharged from

further consideration of the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The Clerk read the title of the Senate bill.

The Clerk read as follows:

S. 1404

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1965."

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918 (40 Stat. 450), and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921 (41 Stat. 1446). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified herein.

SEC. 4. The second sentence of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended by striking out "be the United States standard time of the zone" and insert in lieu thereof a comma and "insofar as practicable, be the prevailing established time (including daylight saving time where established) of the area".

SEC. 5. (a) The first section of the Act entitled "An Act to save daylight and to provide standard time for the United States" approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as 'Atlantic standard time'; that of the second zone shall be known and designated as 'Eastern standard time'; that of the third zone shall be known and designated as 'Central standard time'; that of the fourth zone shall be known and designated as 'Mountain standard time'; that of the fifth zone shall be known and designated as 'Pacific standard time'; that of the sixth zone shall be known and designated as 'Yukon standard time'; that of the seventh zone shall be known and designated as 'Alaska-Hawaii standard time'; and that of the eighth zone shall be known and designated as 'Bering standard time'."

SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918, as amended, and the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone," approved March 4, 1921.

SEC. 7. This Act shall take effect January 1, 1966.

AMENDMENT OFFERED BY MR. STAGGERS

Mr. STAGGERS. Mr. Speaker, I move to strike out all after the enacting clause of the bill S. 1404 and insert in lieu thereof the text of H.R. 6785, as passed.

The Clerk read the amendment, as follows:

Amendment offered by Mr. STAGGERS: Strike out all after the enacting clause of the bill, S. 1404, and insert in lieu thereof the following:

"That this Act may be cited as the 'Uniform Time Act of 1966'."

"SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled 'An Act to save daylight and to provide standard time for the United States,' approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264), as modified by the Act entitled 'An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone,' approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standard of time within and throughout each such standard time zone.

"SEC. 3. (a) During the period commencing at 2 o'clock antemeridian on the last Sunday of April of each year and ending at 2 o'clock antemeridian on the last Sunday of October of each year, the standard time of each zone established by the Act of March 19, 1918 (15 U.S.C. 261-264), as modified by the Act of March 4, 1921 (15 U.S.C. 265), shall be advanced one hour and such time as so advanced shall for the purposes of such Act of March 19, 1918, as so modified, be the standard time of such zone during such period; except that any State may by law exempt itself from the provisions of this subsection providing for the advancement of time, but only if such law provides that the entire State (including all political subdivisions thereof) shall observe the standard time otherwise applicable under such Act of March 19, 1918, as so modified, during such period.

"(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified in this section.

"(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

"SEC. 4. (a) The first section of the Act of March 19, 1918, as amended (15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. Except as provided in section 3(a) of the Uniform Time Act of 1966, the standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce, and any such order may be modified from time to time. As used in this Act, the term "interstate or foreign commerce" means commerce between a State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States and any place outside thereof."

"(b) Section 2 of such Act is amended to read as follows:

"SEC. 2. Within the respective zones created under the authority of this Act the standard time of the zone shall insofar as practicable (as determined by the Interstate Commerce Commission) govern the movement of all common carriers engaged in interstate or foreign commerce. In all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall insofar as practicable (as determined by the Interstate Commerce Commission) be the United States standard time of the zone within which the act is to be performed."

"(c) Section 4 of such Act is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

"SEC. 5. The Administrative Procedure Act (5 U.S.C. 1001-1011) shall apply to all pro-

ceedings under this Act, the Act of March 19, 1918 (15 U.S.C. 261-264), and the Act of March 4, 1921 (15 U.S.C. 265).

"Sec. 6. This Act shall take effect on April 1, 1967; except that if any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or any political subdivision thereof, observes daylight saving time in the year 1966, such time shall advance the standard time otherwise applicable in such place by one hour and shall commence at 2 o'clock antemeridian on the last Saturday in April of the year 1966 and shall end at 2 o'clock antemeridian on the last Sunday in October of the year 1966.

"Sec. 7. As used in this Act, the term 'State' includes the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States."

Amend the title so as to read: "An Act to promote the observance of a uniform system of time throughout the United States."

The SPEAKER pro tempore. The question is on the amendment offered by the gentleman from West Virginia.

The amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

The title was amended so as to read: "An Act to promote the observance of a uniform system of time throughout the United States."

A similar House bill (H.R. 6785) was laid on the table.

GENERAL LEAVE

Mr. STAGGERS. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks and include extraneous material on the bill just passed.

The SPEAKER pro tempore. Without objection, it is so ordered.

There was no objection.

AMERICAN REVOLUTION BICENTENNIAL COMMISSION

(Mr. DONOHUE asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. DONOHUE. Mr. Speaker, may I take a few moments to express my pleasure in supporting the joint resolution establishing an American Revolution Bicentennial Commission.

Those of us representing districts in the Thirteen Original Colonies have a period of particular pride ahead of us. The American Revolution was generated and was fought on the soil of our States. It belongs, happily, to all the United States but I know you will understand our feeling of special closeness to it.

Speaking from that feeling, I am emphatically pleased with the nature of the resolution before us. As President Johnson points out, the American Revolution was many things but above all it was an idea—the idea of freedom and opportunity on which democracy is built. It is this aspect of the Revolution which has given it such deep and enduring meaning, not only in our own land but around the world, and the proposed joint resolution fully recognizes this fundamental point.

The resolution specifically instructs the Commission to give due weight to the principles behind the Revolution in all its work. Of equal importance, it gets the work on the bicentennial underway now and not in 1976 when the anniversaries of the mere military aspects of the Revolution begin.

This is crucial because the ideas of the Revolution did not spring full-blown from the men who wrote the Declaration of Independence in 1776. They were a long time in germinating, and we want to note all the important steps in their development. In 1776, the repeal of the Stamp Act; 1770, the Boston Massacre; 1772, the foundation of the Committees of Correspondence; 1773; the Boston Tea Party—well before 1776, year after year, stirring events were occurring which set the patriots to thinking about the fundamental of good government and of a good society and which produced the remarkable body of literature that was climaxed by the Declaration of Independence.

Quite properly, during the whole decade before 1976, our American communities will be observing these events or planning celebrations and it will be exceedingly useful for this local initiative to have the help and the coordination of the distinguished Federal Commission envisaged in the resolution.

The chief figure of the Revolution, George Washington, delivering his first inaugural address, told us:

The preservation of the sacred fire of liberty, and the destiny of the republican model of government, are justly considered as deeply, perhaps finally, staked on the experiment entrusted to the hands of the American people.

The establishment now—and in the form proposed by the President—of an American Revolution Bicentennial Commission will do a great deal to help our people refresh their understanding of the full significance of George Washington's words.

AMERICAN REVOLUTION BICENTENNIAL COMMISSION

(Mr. CORMAN (at the request of Mr. DONOHUE) was granted permission to extend his remarks at this point in the RECORD.)

Mr. CORMAN. Mr. Speaker, I would like to support enthusiastically the proposed joint resolution establishing an American Revolution Bicentennial Commission.

Each of our American communities will want to mark the anniversary in its own way, and many American towns and cities are already laying plans. That is just as it should be. But we will all benefit richly from the coordination and the added resources which a Federal commission can provide, particularly one of the distinction called for by this resolution.

My State did not have the privilege of participating in the Revolution as one of the Original Thirteen Colonies. But our devotion to what the Revolution stands for, and our enthusiasm to see to it that the bicentennial celebration is conducted

at the highest possible level, merely underlines the universality of the principles of the men of 1776.

The authors of the Declaration of Independence did not say that some men—New Yorkers or Virginians or even all Americans—are created equal and are endowed by their Creator with the rights to life, liberty, and the pursuit of happiness. They declared something far more significant. They declared that all men, in and outside the United States, have these rights.

As Abraham Lincoln said, the leaders of the Revolution "set up a standard maxim for free society, which should be constantly looked to, constantly labored for, and, even though never perfectly attained, constantly approximated, thereby constantly spreading and deepening its influence and augmenting the happiness and value of life to all people of all colors everywhere."

The American Revolution spoke to everyone and it continues to have important meaning around the world, particularly to the newer nations who are struggling to find their way, as we did, from colonial status to a powerful and prosperous nationhood, with social and economic opportunities for all citizens. No document in the history of Western civilization has been read more avidly by more people than the Declaration of Independence. Few leaders have been so closely studied as George Washington, Thomas Jefferson, and the other remarkable men who brought this Nation into being.

The world will be watching to see how we mark our greatest anniversary. We need this national commission to help make sure that what the world sees will do full credit to us and to those principles which, in the haunting words of Thomas Jefferson, we submitted in 1776 and have continued to submit with "a decent respect to the opinions of mankind."

FIFTH ANNIVERSARY OF THE ALLIANCE FOR PROGRESS

(Mr. SELDEN asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and to include extraneous matter.)

Mr. SELDEN. Mr. Speaker, earlier this week the President of the United States, on observing the fifth anniversary of the Alliance for Progress, emphasized our Nation's determination to continue in our cooperation with our sister nations in the Western Hemisphere to achieve a better life for all our citizens. The progress in the last 2 years in Latin America, on goals shaped by several Presidents, is strongly evident. To those critics who feel that the deeds of the United States have not matched the words, the statement of the President which follows is resolute and convincing.

STATEMENT BY THE PRESIDENT ON THE FIFTH ANNIVERSARY FOR THE ALLIANCE FOR PROGRESS

My fellow citizens of the hemisphere, since becoming President, I have often restated my own, and our country's resolute com-

mitment to the goal of a better life for all the people of the Western Hemisphere.

Many Presidents have worked to shape that goal.

We are proud of the good neighbor policy of President Franklin D. Roosevelt.

President Eisenhower broke new and fertile ground with the Act of Bogotá in 1960—an act growing from the understanding compassion of one people for another.

President Kennedy built on these efforts and gave them increased emphasis with the announcement of the Alliance for Progress on March 13, 1961, 5 years ago.

Today, by word and deed, Americans are helping to fulfill the hopes of those who have little and pray that one day they can have more.

The Johnson administration seeks history's description as a time when, the dreaming and the planning have laid the foundations, the doing and building were underway.

The last 2 years of this vast cooperative effort between the United States and the nations of Latin America are solid evidence that deeds are matching our words.

During these 2 years Latin America has achieved a per capita growth rate of 2.5 percent. The average rate for the preceding 3 years was less than 1 percent. This recent increase of 150 percent is a fact which friends of the hemisphere must note with pride—and new hope for the future.

In fiscal years 1965 and 1966, those Latin American countries cooperating with U.S. programs of action are putting visible results before their people.

Together we are: Improving 7,000 miles of road, building 130,000 dwelling units, irrigating 136,000 new acres of farmland, adding 530,000 kilowatts to power generating capacity, providing classrooms for 1 million students, building 450 new health facilities, spending \$200 million to provide financing for expansion and construction of over 5,000 industrial firms, spending \$250 million in providing agricultural credit to 450,000 farmers.

Equally important, reforms are changing and modernizing these institutions in Latin America essential to the growth of a sense of community that stretches throughout the hemisphere.

Governments, business concerns, labor unions, and cooperatives are working with the people of our hemisphere to attain economic and social progress under free institutions.

We are building the machinery of cooperation through the Inter-American Committee on the Alliance for Progress.

We are enlisting the support of private groups and voluntary agencies in ever-increasing measure. The Peace Corps, Partners for the Alliance, Council on Latin America, AFL-CIO, private foundations, and universities are making vital contributions.

We are introducing the principle of mutual aid among the Latin American nations. We are giving new energy to economic integration within Latin America. The Economic and Social Act of Rio de Janeiro, approved last November, gives impetus to these concepts.

We recognize that fulfillment of all our goals will require continuation of our joint efforts beyond 1971. I said last November that the United States is prepared to extend mutual commitments beyond the period originally foreseen in the Charter of Punta del Este. Self-help and mutual aid will be yardsticks in determining the scope of our contribution.

In country after country, nations in the hemisphere are acting to mobilize resources for public and private investment—to reform and modernize the institutions—to expand trade and market opportunities within and

outside the hemisphere—and to provide a solid base for the support and cooperation of imported capital and technical assistance.

External support is also coming in increasing measure from the Inter-American Development Bank, the World Bank, and its affiliates and the United Nations. This support has increased by about \$200 million in the last 2 years.

For its part, the United States has already committed nearly \$5 billion to the nations of Latin America to assist them in their struggle to modernize and achieve a better life for their people. In recent months significant steps have been taken to give Latin America greater access to our markets:

This administration has insisted that our participation in the International Coffee Agreement be more effective.

This administration recommended the Congress withdraw the special import fee on sugar.

This administration removed the quota restrictions on lead and zinc.

After a temporary period of setback, there are now most hopeful signs of a renewal of large-scale private foreign investment in Latin American development, often in joint ventures with Latin American associates. Business leaders interested in Latin American investment have been invited to the Cabinet Room frequently to discuss steps to help the people of the hemisphere.

Three years ago the 19 Latin American countries were deeply concerned over their trade position in the world.

During the past 2 years the trend has changed.

Our experts now predict that export earnings for 1965 will show an increase of \$1 billion over the 1963 level, providing additional resources for investment in development.

Yet we must do more than provide money and technical assistance and improve trade. Investments must be made directly in human beings. In every forum, I have advocated and directed that American resources be invested in education, health, and improved living and working conditions. Such efforts are not easy to organize. They require the mobilization of human resources in scarce supply. But they are among the most rewarding of all investments.

Today I want to issue a new call to our sister nations in the hemisphere to enlarge our truly revolutionary cause—the cause of enlarging the lives of all our people.

I am determined to contribute America's resources to this spirit of change—a spirit now slowly, surely, confidently growing in the Western Hemisphere.

All of us in the Organization of American States have seen and understand the lessons of history. Together we are strong. Divided we are weak. Together, we must shape the future to our hopes.

In every nation in the hemisphere the needs and the beliefs and the prayers are the same. We want peace and opportunity—the chance to live in dignity, to choose and plan and work and achieve the best for our families.

I believe that the next 5 years we will see a continent constantly growing in prosperity and in unity—growing in its capacity to meet the desires and needs of its own people—and in its contribution to peace and freedom in the world at large.

That is what Bogotá and Rio and Punta del Este were all about.

For my own part, I want to help make all this a reality and “to create out of the human spirit, something that did not exist before.”

This is fulfillment. And this is our commitment.

GROWING MENACE OF ILLEGAL UNDER-THE-TABLE TAKEOVERS OF INDEPENDENT BANKS BY BIG CITY BANKS IS OF CONCERN TO CONGRESS

(Mr. PATMAN asked and was given permission to extend his remarks at this point in the RECORD, and to include extraneous matter.)

Mr. PATMAN. Mr. Speaker, secret, under-the-table deals by large, big city banks to take over locally owned independent banks in small cities and towns all over the Nation continues to be a gnawing problem for the Congress.

A prosperous, dual system of independent banks is a well-established public policy in America and contrasts sharply with the highly concentrated commercial banking systems of foreign countries which in nearly all cases are nationalized or else controlled by a handful of large monopolistic institutions. We have decided, wisely I think, that free enterprise and our concern for the general banking public benefit from a system where competition among independent institutions responsible to local needs and preferences is the keynote.

Congress has enacted very important legislation to safeguard this system, such as the McFadden Act in 1927 to regulate branch systems, the Bank Holding Company Act of 1956, to control holding company systems, and the Bank Merger Act of 1960, as amended, to control anticompetitive bank mergers. Just recently, the House Committee on Banking and Currency reported out a bill subsequently enacted into law requiring disclosure to Federal banking agencies of changes in the voting control of insured banks.

Yet, the problem of the disappearance of the hometown bank still plagues Congress which under the Constitution has complete responsibility for banking and monetary affairs. Unfortunately, banking is characterized by a “growth at any cost” attitude reminiscent of the roaring twenties. The big city banks, particularly those in nonbranching States, are willing to pay two or three times book value to take over smalltown banks and operate them as captive satellites. Federal banking supervisors just sit by and watch it happen as this “anything goes” attitude has spread to Washington. In fact, one informed and respected Federal banking official has accused these agencies of a competition in laxity to curry the favor of the industry they are supposed to supervise in the public interest. But Congress' hands are tied since these agencies are in effect self-proclaimed independent fiefdoms free of the responsibility of attitude and action that goes with having to justify to Congress expenditure of funds.

For instance, many national banks currently own stock in their country correspondents and control through absentee ownership the policies of banks located far away. The fact that the Supreme Court of the United States has ruled that national banks cannot acquire the stock of other corporations, other banks in particular, unless specifically

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HIGHLIGHTS: Sen. Williams, Del., urged release of GAO report on "waste" in Public Law 480 programs. Sens. Proxmire and Tower criticized school milk budget cut. Sen. Tower protested export controls on cattle hides. Sen. Pearson urged increased funds for USDA soil and water conservation programs. Rep. Moeller praised proposed Child Nutrition Act.

HOUSE

1. ROADS. Received from Treasury and Commerce a proposed bill "to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways," including authorizations for forest roads and trails of \$85 million for the fiscal year 1968 and \$110 million for the fiscal year 1969; to Ways and Means Committee.

2. RESEARCH ANIMALS. Rep. Irwin urged speedy passage of his bill to authorize this Department to regulate the handling of experimental animals. p. 6247

3. CONSERVATION. Rep. Landrum inserted a speech by Sen. Russell, Ga., in which he praised the work of soil conservation districts. p. 6247-8
4. FARM POPULATION. Rep. Findley stated that the "per capita farm income is up" claim of the administration is "mainly because farm population is down." pp. 6248-9
5. EDUCATION. Rep. Dyal spoke against reduction of financial aid to schools in federally impacted areas. pp. 6243-4
6. ECONOMIC COUNCIL. Rep. Curtis discussed the provisions of the bill he introduced to amend the Employment Act to establish a Minority Economic Council. pp. 6249-50
7. CHILD NUTRITION. Rep. Moeller stated that the proposed Child Nutrition Act is "the weapon we so desperately need to stamp out hunger." pp. 6258-9
8. DISASTER RELIEF. Rep. Fallon commended and inserted a speech by Rep. Mackie, "The Construction Industries Role in Disaster Relief." p. 6260

SENATE

9. APPROPRIATIONS; FOREIGN AID. By a vote of 87 to 2, passed as reported H. R. 13546, the proposed Supplemental Defense Appropriation Act of 1966, which includes \$315 million for AID for economic assistance to Vietnam, Laos, Thailand, and the Dominican Republic (pp. 6140-60). Sen. Holland inserted Secretary Freeman's speech to the Florida Citrus Showcase on his observations in Vietnam, particularly with regard to food and the agricultural situation there (pp. 6156-8).
10. FOREIGN CURRENCIES. Passed without amendment S. 801, to permit Federal agencies to use any authorized foreign currencies held by the U. S. which have been or may be reserved or set aside for specified programs or activities of any agency, provided reimbursement is made to the Treasury from applicable appropriations of the agency seeking the funds, and foreign currencies so used must be replaced when needed for the purpose for which originally reserved or set aside. p. 6162
11. DAYLIGHT SAVING TIME. Concurred in the House amendments to S. 1404, the proposed Uniform Time Act of 1966, after agreeing to an amendment by Sen. Cotton that a portion of a State (rather than the whole State) may be exempted from the provisions of the bill (pp. 6165-8). See Digest 46 for a summary of provisions of the bill.
12. PUBLIC LAW 480. Sen. Williams, Del., urged the release of a classified GAO report which he stated was "a devastating document outlining a glaring waste and mishandling in the distribution of food in a South American country under Public Law 480 programs." p. 6136
13. SCHOOL MILK. Sens. Proxmire and Tower criticized the school milk program budget cut and inserted items in support of their positions. pp. 6136-7, 6139-40
14. CATTLE HIDES. Sen. Tower urged the Commerce Department to reconsider its action imposing export quotas on cattle hides. p. 6183

maginot line and believe itself safe by strictly minding its own domestic business. Still less can it expect indefinitely to receive the benefits of a free world order, without offering full reciprocal contributions. In essence, this is what President Johnson pointed out to De Gaulle last week. Where the President of France will go from here no one can foretell. But he has now been warned that, as far as the United States is concerned, at present he is going exactly nowhere—either in Europe or in Asia.

UNIFORM DATES FOR DAYLIGHT SAVING TIME

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, which were to strike out all after the enacting clause and insert:

That this Act may be cited as the "Uniform Time Act of 1966".

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264), as modified by the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standard of time within and throughout each such standard time zone.

SEC. 3. (a) During the period commencing at 2 o'clock antemeridian on the last Sunday of April of each year and ending at 2 o'clock antemeridian on the last Sunday of October of each year, the standard time of each zone established by the Act of March 19, 1918 (15 U.S.C. 261-264), as modified by the Act of March 4, 1921 (15 U.S.C. 265), shall be advanced one hour and such time as so advanced shall for the purposes of such Act of March 9, 1918, as so modified, be the standard time of such zone during such period; except that any State may by law exempt itself from the provisions of this subsection providing for the advancement of time, but only if such law provides that the entire State (including all political subdivisions thereof) shall observe the standard time otherwise applicable under such Act of March 19, 1918, as so modified during such period.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified in this section.

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

SEC. 4. (a) The first section of the Act of March 19, 1918, as amended (15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. Except as provided in section 3(a) of the Uniform Time Act of 1966, the standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce, and any such order may be modified from time to time. As used in this Act, the term 'interstate or foreign commerce' means commerce between a State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States and any place outside thereof."

(b) Section 2 of such Act is amended to read as follows:

"SEC. 2. Within the respective zones created under the authority of this Act the standard time of the zone shall insofar as practicable (as determined by the Interstate Commerce Commission) govern the movement of all common carriers engaged in interstate or foreign commerce. In all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall insofar as practicable (as determined by the Interstate Commerce Commission) be the United States standard time of the zone within which the act is to be performed."

(c) Section 4 of such Act is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

SEC. 5. The Administrative Procedure Act (5 U.S.C. 1001-1011) shall apply to all proceedings under this Act, the Act of March 19, 1918 (15 U.S.C. 261-264), and the Act of March 4, 1921 (15 U.S.C. 265).

SEC. 6. This Act shall take effect on April 1, 1967; except that if any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or any political subdivision thereof, observes daylight saving time in the year 1966, such time shall advance the standard time otherwise applicable in such place by one hour and shall commence at 2 o'clock antemeridian on the last Sunday in April of the year 1966 and shall end at 2 o'clock ante-

meridian on the last Sunday in October of the year 1966.

SEC. 7. As used in this Act, the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States.

And to amend the title so as to read: "An act to promote the observance of a uniform system of time throughout the United States."

Mr. MAGNUSON. Mr. President, I yield to the distinguished Senator from New Hampshire [Mr. COTTON], who had a great deal to do with the bill, not only the drawing of the bill but the problems involved. He spent a great deal of time with witnesses in order that we might come out with a bill we think is uniformly acceptable to the people of the United States. There may be some exceptions, but in the main this is correct. I yield to the Senator from New Hampshire for that purpose.

Mr. COTTON. Mr. President, I hope that the Senate will concur in the amendment of the House to S. 1404. Before the question is put, I wish to offer a brief explanation of the bill as it now comes before the Senate.

What will the bill do if, as I hope, it is approved today and is signed into law by the President?

In 1966, it will mean that any State, city, town, or political subdivision that chooses to observe daylight saving time shall go on daylight saving time at 2 a.m. on April 24 and stay on daylight saving time until 2 a.m. October 30.

In 1967 and thereafter—and this provision was added by the House—it will mean that everyone will observe daylight saving time from the last Sunday in April to the last Sunday in October, with the exception of those States—and it must be the entire State—where the legislature decides to remain on standard time.

Mr. President, I ask unanimous consent to have printed at the conclusion of my remarks a more detailed summary of the provisions of S. 1404, as amended by the House.

There being no objection, the summary was ordered to be printed in the RECORD.

(See exhibit 1.)

Mr. COTTON. Mr. President, the bill is a giant step toward the elimination of the manifold problems which have arisen because of the clock confusion existing in this country for many of the past years.

Testimony presented to our committee has indicated that just to revise and republish the schedules and timetables of the buses, airlines, and railroads costs millions of dollars a year in added costs because of the confusion resulting from daylight saving and standard time. The estimates put these annual costs at close to \$5 million a year. Most, if not all, of these extra and burdensome costs will be eliminated by the enactment of this bill.

In addition, and more important, the bill will go a long way toward the elimination of the confusion, frustration, and bewilderment which have afflicted millions of Americans as a result of being

an hour late or an hour early for a train or a plane, or for an appointment or a meeting. These enormous hidden costs are the price we have paid for our clock confusion. They will be substantially eliminated by the enactment of the bill.

Obviously, the enactment of the bill will cause some areas and some communities to change the time practices which they have followed in recent years. Considering the wide-ranging variety of dates during which daylight saving time is observed—there are as many as 23 combinations of dates for beginning and ending daylight time in some States—I think it is fair to say that the bill has been drafted to create as little disruption among affected States and communities as possible.

In this connection, I point out that the Interstate Commerce Commission still retains, under the bill, the authority it now has to fix, and to move if necessary, the boundaries of the standard time zones. Some of the problems which might arise under the bill can be resolved by adjustment of the time zone boundaries by the ICC.

These are the reasons why I urge the adoption of the motion to concur in the House amendments.

I wish to make perfectly clear the difference between the provisions of the Senate bill and the House bill as amended. As passed by the Senate, the bill merely made uniform the dates on which States and communities that elected to have daylight time should start and finish daylight time. In other words, the Senate bill would have eliminated the confusion that arose from 23 different dates when States went on and came off daylight time. The Senate bill did not in any way affect the rights of any State, county, city, or political subdivision to make its own selection.

The House added to the bill a provision that I honestly believe is highly desirable. It went one step further and provided that after 1967—which provides ample time for State legislatures to act—daylight saving time, beginning in April and ending in October, on the same dates, shall be the time throughout the Nation, except in States whose legislatures determine that they shall remain on standard time during all the year or during that portion of the year between the dates in April and October when daylight saving time is in effect.

The only point on which there could be some objection to this agreement—and I want to be perfectly frank about it—is that the bill provides that the entire State must act as a unit. In other words, under the bill, a legislature could not vote to have part of the State be on daylight saving time and a part of the State on standard time.

There is one saving feature, however. The bill leaves unimpaired in the hands of the Interstate Commerce Commission the power to change existing time zones. So if there should be any States in which it is desired that a part of the State be on daylight saving time and a part of the State be on standard time, because to require uniformity would impose a hardship, recourse may be had to the Interstate Commerce Commission for a change

in time zones, which might overcome the objection. Of course, as a rule, the time zone boundaries run north and south, not east and west, so there are some limitations to that recourse.

But essentially the provision added by the House is that daylight saving time shall be in effect between April and October, beginning and ending on fixed dates all over the country, except in States where the legislatures vote to continue on standard time.

I trust that the passage of the bill will be a giant step toward the establishment of uniform time throughout the country. I hope that the Senate will concur in the House amendments and will take a step which will be of immense public benefit throughout the country.

EXHIBIT 1

PURPOSE AND SUMMARY OF THE BILL

The purpose of the bill is to establish uniform dates for the commencing and ending of daylight saving time in all States and jurisdictions where it is observed. The further purpose of the bill is to allow each State through enactment of State law to exempt itself on a statewide basis from the provisions of the bill which establish daylight saving time. Any State which elects to exempt itself and not follow daylight saving time would be required to observe standard time as provided for by the act of March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264).

Thus the bill is designed to eliminate at least the greater part of the confusion and unnecessary costs which ensue from the current conflicting time standards which exist in the United States.

The bill would—

1. Establish a policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the legislation.
2. Implement this policy by authorizing and directing the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within each standard time zone.
3. Require that all observance of daylight saving time commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.
4. Allow any State to exempt itself from the daylight saving time provisions but only if the State, through legislative action, provides that the entire State shall observe the standard time otherwise applicable under this legislation.
5. Express the intent of Congress that the section dealing with daylight saving time and the exception providing for any States remaining on standard time (sec. 3(a)) supersedes any laws of the States or political subdivisions thereof insofar as they may now or in the future provide for time changes different from those in section 3(a).
6. Empower the Interstate Commerce Commission to apply to the district courts of the United States for injunctive or other relief in the event of violations of the provisions related to daylight saving time.
7. Add 3 new zones to the existing zones, primarily to provide for Puerto Rico, Hawaii, and certain possessions of the United States.
8. Make the Administrative Procedure Act (5 U.S.C. 1001-1011) applicable to all proceedings under the legislation.
9. Provide that April 1, 1967, be the effective date of the legislation except that any State or political subdivision thereof observing daylight saving time in 1966 shall commence such observance at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

Mr. LONG of Missouri. Mr. President, the distinguished Senator from New Hampshire stated that some States are divided on this issue. Missouri is one of those States. St. Louis is in the eastern half of Missouri; Kansas City, another great city, is in the western part of the State. Traditionally, there has been widespread opposition to uniform time in Missouri. Last year, the legislature attempted to establish a Statewide uniform time rule in the State, and the opposition was so serious that the proposal was defeated.

Traditionally, St. Louis, in the eastern half of the State, is on daylight saving time, because most of the trade from St. Louis moves to the East.

From Kansas City and the western half of Missouri, the trading area traditionally goes west.

The people of Missouri have become accustomed to following in their own part of the State the time that they have used there for many years.

To change that time and make the time uniform on a statewide basis instead of giving the State the right of local option would be terribly disruptive from a business and industrial standpoint in Missouri. It would be very harmful to our community and social activities in the State if this ruling were forced on us at this time. In my opinion, it is unrealistic to force an entire State to choose one system or the other.

On yesterday 10 of the Missouri State senators introduced a resolution in the Missouri Senate to declare that the official policy of Missouri is to allow local option on daylight saving time.

I believe that the question of daylight saving time should be left as it is now, a matter of State or local option. Actually that is what we have here, but we are saying that it is to be on a State-by-State basis. However, we would be unable to split the State in two.

Missouri is in an unusual situation because, as I have said, the eastern half of Missouri belongs to the East and the western half belong to the West.

For that reason I urge that the Senate reject the House amendment and that we insist on the Senate-passed bill.

Mr. SYMINGTON. Mr. President, I associate myself with the remarks made by my distinguished colleague. There is strong disagreement in Missouri over daylight saving time. St. Louis and the surrounding metropolitan area follow daylight saving time. Based on the correspondence that we have received, the people are very anxious to continue with that program. Kansas City and the balance of the State favor standard time.

Legislation was introduced in the 1965 session of our State legislature to establish uniform time. However, so much opposition arose that the bill was tabled.

It was then clear that the people of Missouri prefer to decide this matter locally, as they have done for many years. Regardless of whether a general vote would decide for or against daylight saving time, a great many people would be inconvenienced. Cultural and recreational programs, as well as business activities, would be disrupted.

The people of Missouri are unable to reconcile the two time zones and have expressed their desire to continue to have a choice in this matter.

I therefore hope that the Senate will vote against the House amendments to S. 1404 and insist on the bill as passed by the Senate last summer.

It is with regret that I see a bill that was passed by the Senate on a basis that was satisfactory to my State, amended in the House. I am sorry that more of my colleagues are not present, because I believe if they were here my distinguished colleague from Missouri and I might convince them that the Senate bill was a better bill.

Mr. President, with that in mind. I suggest the absence of a quorum.

Mr. MANSFIELD. Mr. President, will the Senator withhold his request?

Mr. COTTON. Mr. President, will the Senator withhold his request?

Mr. SYMINGTON. Mr. President, I yield to the distinguished Senator from New Hampshire.

Mr. COTTON. Mr. President, I should like to say to both distinguished Senators from Missouri that our committee was thoroughly cognizant of the situation, not particularly with reference to Missouri, but with reference to the possibility of this situation arising. We discussed asking for a committee of conference instead of moving to concur.

The reason that we are moving to concur in the amendments of the House is that the House approved their bill by a vote of 292 to 93. Various amendments were offered to the House bill. Those amendments were voted down. One of those amendments was the very amendment in which the Senators from Missouri are interested. That amendment concerned the partition of States, rather than having statewide control. Because of the rather overwhelming vote of the House, we decided to move to concur.

In fairness to the distinguished Senators from Missouri, when we presented the bill to the Senate, it was originally the bill of the Senator from Wyoming [Mr. McGEE] and myself. It was a bill that I had worked on for several years. We very carefully took one step at a time and tried to make uniform the date of opening and closing of daylight saving time and not interfere in any State, although we felt that probably it would be inevitable that this would happen.

A bus, a train, or an automobile passed through 7 time changes while traveling 35 miles a couple of years ago. We had the situation in which community X and community Y would be on and off daylight saving time and the next community would be on daylight saving and the next community would be off.

I had hoped that this could have been taken care of by permitting States to vote to split their State in half, so that there would not be such a hodgepodge situation.

Mr. LONG of Missouri. Mr. President, I think we could agree if that could be done. That would be what we would need.

Mr. COTTON. We were not trying to force this situation on any State. We

considered the overwhelming vote in the House and the fact that an amendment embodying the desires of the two Senators from Missouri was voted down. That was the reason that we voted to move to concur.

Mr. SYMINGTON. What was the vote when the Senate passed the measure?

Mr. COTTON. There was no rollcall vote.

Mr. SYMINGTON. In other words, it was unanimous in the Senate, but some one-third of those voting in the House voted against the amendment.

I have great confidence in the conferees on this legislation because I know what a superb committee it is. The distinguished Senator for Washington [Mr. MAGNUSON] is chairman of the committee, and the distinguished ranking minority member is the Senator from New Hampshire [Mr. COTTON].

I know my friend from New Hampshire is very sympathetic to the concept of local option.

With all due respect to the situation in which there were seven time changes in 35 miles, one would have to go several hundred miles in the State of Missouri to encounter a change.

We hope that the Senator in charge of the bill will take this measure to conference rather than give up at this time.

This is a very important matter to the people of Missouri. The thinking of the people in Missouri is sharply delineated. One could almost draw a straight line down our State to show the division on this subject.

I ask that the bill be taken back to conference to establish what the people of Missouri desire.

Mr. COTTON. Mr. President, I want to be perfectly frank with the Senator. Were I on a committee of conference, I should try to come back with a compromise that would permit States to determine whether they wanted local option and not permit States to have more than two time zones.

I think that would be a reasonable ground of compromise. I have the feeling that my distinguished chairman and the others on our committee might well feel the same way.

I have not discussed the subject with them. We simply voted as we did because of the overwhelming vote in the House. I would be the last one to try to have the Senate push down the throat of any State something that was an inconvenience or a hardship. I am not arguing contentiously on this matter.

Mr. SYMINGTON. Mr. President, if the distinguished chairman feels the same way about it, and would take it to conference, I am sure that the people of Missouri and my colleague and I would be entirely willing to accede to that and have two time zones in the State.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. SYMINGTON. I yield.

Mr. MANSFIELD. Mr. President, I wish that the distinguished Senator and his colleague, the two able Senators from Missouri, would not ask to send the bill back to conference. It is my belief that

it would not change what the Senate is attempting to do now.

I would point out that there is an option in the House-passed bill which I think would fit in with what the Senators from Missouri are so valiantly and so doggedly trying to accomplish, and that is a right to petition to the ICC, which could take into consideration an effective case of this kind, as I understand the bill, and perhaps give the Senators an outlet and make it possible for them to achieve the objective they desire.

Mr. COTTON. Will the Senator yield at that point?

Mr. SYMINGTON. I yield.

Mr. COTTON. That is a perfectly natural inference for the distinguished majority leader to draw, but I am afraid, in fairness to the Senators from Missouri, that recourse to the ICC would not take care of their situation, because Missouri is right in the middle of a time zone. May I make this suggestion: We do not need to go to conference. Would the Senators from Missouri be satisfied—I think we have an amendment to this effect; we have been working on it—if instead of agreeing to the House bill as passed, we agree to it with one amendment, and that is that States could only be split into two parts?

Mr. SYMINGTON. We would take that.

Mr. LONG of Missouri. Yes, Mr. President, we would accept that.

Mr. MAGNUSON. We could send it back to the House, but, of course, the whole purpose for having this bill is to get some uniformity through the country, and we were hoping that, if the Senate passed the bill with the House amendment, by 1967 the Legislature of Missouri will say, "Well, let's not be different from everybody else; we will come along."

The House deliberately pushed it up for a year, until the legislature in the Senators' State meets, as I understand. But I can also understand how controversial and deep seeded this time business becomes in a State legislature, particularly where you have people who are from nothing but the rural areas, as against the people in the cities. I know the problem.

I have no objection to doing what the Senator from New Hampshire suggests. I am hopeful, though, that we will retain the part of the bill that says in 1967 or later that the States will come along, so that we can get this uniformity. I do not know whether the House will accept that. I do not think they have too deep feelings about any one State, but that they would want to make it uniform.

Mr. SYMINGTON. Mr. President, the distinguished chairman of the committee is being very fair. I think what the able ranking Member, the Senator from New Hampshire says is very logical. It is not, in our case, just a matter of the country against the city. We have two large cities which feel differently.

Mr. MAGNUSON. Yes.

Mr. SYMINGTON. We are early in the session now. We have had very little trouble with the bill thus far. We will

be here for many months. I appeal to the distinguished chairman to give this matter full consideration.

Mr. MAGNUSON. I think what the distinguished majority leader meant was that there is provision for an appeal to the ICC in this case, but the Senator from New Hampshire suggests that it would be highly improbable that the appeal coming from Missouri, situated as it is, would be favorably received. But you can appeal to the ICC.

Mr. SYMINGTON. There is not a more fair and just man in this body than the Senator from New Hampshire. I appreciate his suggestion.

I yield to the Senator from Kansas.

Mr. CARLSON. Mr. President, I am in accord with the statements made by the Senators from Missouri, because I have the same problem.

I wish to mention another problem that deals along the same line. Kansas is a State that has a time zone change. When you run into time zone difficulties, you can have some real problems. We have a division between central time and mountain time, and I do hope that the Interstate Commerce Commission, if we cannot obtain the amendment suggested, which might be helpful even in our own State, will give some consideration to the problem.

Mr. MAGNUSON. They will still have the right to move the time zones. As a matter of fact, I am not sure that some of the time zones should not be moved, to make them correspond more nearly to the traffic and the growth of population.

When the time zones were first set out, they were more or less arbitrarily selected. There was not too much testimony or consideration of the problem.

Mr. CARLSON. It can create a real problem, as the distinguished Senator from Washington knows. I am fairly in accord with the positions taken by the Senators from Missouri. I sincerely hope their problem can be taken care of.

Mr. MAGNUSON. I do not see any other Senators on the floor from the Far West. Yes, there is one over there. But we would like the bill to stay as it is. It would save us considerable trouble.

I think in some cases there is 3 or 4 hours difference in the time. That means that many times people, at the wrong time of the evening, try to get in touch with one about some very important matter, and they forget about the change in time, and cannot understand why they have difficulty.

But uniformity is even more vitally necessary for people who travel. The situation as it exists is a most confusing thing, and I am hopeful that the State of Missouri will see the light and come into the fold with the rest of us.

Mr. SYMINGTON. Mr. President, I yield to the Senator from Tennessee.

Mr. BASS. Mr. President, I am not exactly sure what the amendment of the Senator from New Hampshire is. We have a problem in Tennessee; most of the State is on eastern time, but a portion is on central time. As I understand the Senator's amendment, it would mean we could have four different times in Tennessee.

Mr. MAGNUSON. Oh, no.

Mr. BASS. Will the Senator explain what his amendment would do?

Mr. COTTON. The suggested amendment is this: I fear that all the Senators do not have copies of the bill, but on page 6, the bill provides that all States shall be on daylight saving time, except that any State may by law exempt itself from the provisions of this subsection providing for the advancement of time, but only if such law provides that the entire State, including all political subdivisions thereof, shall observe the standard time.

Now, my suggested amendment would be to strike out the word "entire" and insert in lieu thereof "or a single contiguous part thereof," which would mean that any State could select any part of the State—it would not have to be just half, it could be a third or any part of the State—and retain standard time for that part, but all the rest of the State would have to be on the other time; you could no have four or five or six different times.

Mr. BASS. And that would have to be done by the State legislature?

Mr. MAGNUSON. Yes.

Mr. COTTON. That is right.

Mr. BASS. In other words, where we have two time zones now, if the eastern part of the State is on eastern standard time, the rest of the State, even though part of it might be on central time, would have to go to daylight saving time?

Mr. COTTON. It would have to advance the clock 1 hour from whatever time it was on, except for one section of the State, one contiguous part thereof that the State legislature could act upon.

Mr. SYMINGTON. Mr. President, I yield to my colleague from Missouri.

Mr. LONG of Missouri. Mr. President, I say to the Senator from Washington and the Senator from New Hampshire that the amendment suggested, we think, would be very fair to Missouri. Our situation is very unusual, with industries on both sides of the State and the time zone line nearly down the center. If that could be split to not over half, it would certainly be a move toward uniformity.

Mr. MAGNUSON. I hope the RECORD will be clear that when the Senator from New Hampshire uses the word "contiguous," he means that literally, because one of the important reasons for this bill is that small areas can have different times. But if you have one area which is contiguous, which would be a large area in the Senator's State, it is not as bad as having a number of time zones arranged in spotted or patchwork fashion.

Mr. SYMINGTON. Mr. President, I yield to the distinguished Senator from New Hampshire.

Mr. COTTON. Mr. President, I move that the Senate concur in the House amendments, with an amendment which I now send to the desk.

The PRESIDING OFFICER. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 6, line 22, strike out the word "entire" and after the word "State" insert the language "or a single contiguous part thereof."

The PRESIDING OFFICER. The question is on agreeing to the motion of

the Senator from New Hampshire [Mr. COTTON] to concur in the House amendments with amendments.

The motion was agreed to.

SHIPPING JAM IN VIETNAM

Mr. BASS. Mr. President, one of the great problems in Vietnam is in the shipping and unloading end of our supply chain. It seems that we do a fairly good job in moving the supplies as far as the harbor areas of South Vietnam but at that point, due to a lack of unloading equipment and facilities, the ships pile up in great numbers and wait for long periods of time in order to be unloaded. I have reports that some ships have waited an excess of 100 days in the Vietnam harbors in order to be unloaded. Approximately \$1 million a day is being lost because of this jam. Recently 100 ships were waiting in South Vietnamese ports to be unloaded and another 100 were standing by in either the Philippines or Okinawa to proceed to Vietnam as soon as room could be created for them to anchor and unload.

Such a shipping jam creates considerable hardship in a number of areas. For instance the crews of these ships oftentimes are not able to take shore leave, some spending as much as 65 days in the harbor before being able to go ashore. In an area where daytime temperatures sometimes approach 120° onboard the ships, this creates a tremendous morale problem. The United Seaman Service is very concerned about this morale of our seamen in Vietnam. This agency has centers throughout the Pacific. Prior to recent times, however, they had none in South Vietnam. One has been established in Saigon since Christmas of last year and the service is attempting to establish more. They have been assured by the Army that one is in the works in the Cam Ranh Bay harbor construction project. They are attempting to get final Army approval to establish one at Da Nang and one at Qui Nhon.

In addition, it creates a problem from the standpoint of having enough available vessels to ship not only to South Vietnam but to other parts of the world. For instance, at the present time, when the Nation is engaged in the most serious freight car shortage in its history, huge numbers of freight cars are piled up in west coast ports, unable to be unloaded because there are no available ships on which to place their cargo. This, I hope, will be partially rectified by the announcement last week by the Maritime Administration that some 86 ships are being taken from the Government's reserve fleets and assigned to steamship companies for operation on behalf of the Military Sea Transport Service. I understand that an additional 25 reserve fleet ships are now undergoing reactivation, or are scheduled for breakout in the next few months.

In addition to that, two Maritime Administration employees are being assigned to South Vietnam to coordinate the handling of these ships. It is hoped that they will supplement the efforts of general agents, subagents, and shipmasters in the Vietnam area to assure

Mar. 23, 1966

committee was granted permission to file reports on these bills by midnight, Mar. 26 (p. 6272).

5. SECOND SUPPLEMENTAL APPROPRIATION BILL, 1966. The Appropriations Committee was granted permission to file a report on this bill by midnight, Mar. 25. p. 6271
6. DAYLIGHT SAVING TIME. Conferees were appointed on S. 1404, the proposed Uniform Time Act of 1966 (p. 6274). Senate conferees have not yet been appointed.
7. APPROPRIATIONS; FOREIGN AID. Concurred in the Senate amendments to H. R. 13546, the proposed Supplemental Defense Appropriation Act of 1966, which includes \$315 million for AID for economic assistance to Vietnam, Laos, Thailand, and the Dominican Republic. This bill will now be sent to the President. pp. 6271-2
Rep. Rhodes criticized supplemental appropriation requests and expenditures of the Administration. pp. 6302-3
- SMALL BUSINESS. A subcommittee of the Banking and Currency Committee approved for full committee action S. 2729, to increase the ceiling on the Small Business Administration revolving fund. pp. D 238-9
9. WATERSHEDS. The Agriculture Committee approved the Monroe-Annabella watershed project, Utah. p. D238
10. FORESTRY. Rep. Wyatt reviewed the importance of the timber industry to Ore., stated that the real problem in management of timber resources is to determine accurately the maximum allowable cut consistent with guaranteeing the maintenance of the sustained yield program, and inserted the results of a study by Dr. William A. Duerr on timber trends in western Ore. and western Wash. pp. 6304-12
11. SCHOOL MILK. Rep. Gilbert expressed his opposition to any budget cut for the school milk program. p. 6320
12. GRAINS. Rep. Nelsen proposed that the Treasury Department be vested with the authority to look into the "grain dumping" activities of the CCC. p. 6273
13. CATTLE HIDES. Rep. Ellsworth inserted his statement critical of the action of the Commerce Department in imposing export quotas on cattle hides. p. 6304
14. URBAN DEVELOPMENT. Rep. Patman inserted the report of the Committee on Urban Development of the White House Conference on International Cooperation. pp. 6290-3
15. EXPENDITURES. Rep. Mills inserted the "Memorandum for the Heads of Executive Departments and Agencies on 1966 Budget Expenditures from the President." p. 6296
16. FOREIGN TRADE. Rep. Ashbrook criticized the U. S. embargo on Rhodesia, including the withholding of Rhodesia's sugar imports into the U. S. pp. 6303-4
17. FOREIGN AFFAIRS. Received from the Foreign Affairs Committee a report of the special study mission to the Far East, southeast Asia, India, and Pakistan (H. Rept. 1345). p. 6330

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ITEMS IN APPENDIX

18. INFORMATION. Several Representatives inserted articles critical of the administration's news policy. pp. A1670-1, A1675-6, A1677
19. SMALL BUSINESS. Extension of remarks of Rep. Morse expressing concern over the reports that "the Small Business Administration is to be stripped of its independence and placed under the jurisdiction of the Department of Commerce." pp. A1672-3
20. WATERSHEDS. Extension of remarks of Rep. Olson, Minn., commending the approval by Congress of 80 watershed projects in 1965 and 20 smaller projects authorized by Soil Conservation Service, and inserting excerpts from articles pointing out the value of these projects. p. A1676
21. COTTON. Extension of remarks of Rep. Abernethy stating that the purpose of an amendment he had offered to the cotton research and promotion bill was "to strike from the bill a provision which would enable a few large cotton producers to literally overwhelm thousands of small producers in the referendum to determine whether or not a checkoff program would be put into effect," and inserting tables showing the number of farms by States and the volume of cotton produced by size of farm. pp. A1678-81
22. EXECUTIVE BRANCH ORGANIZATION. Extension of remarks of Rep. Morse stating that "the lack of administrative coordination of a number of our programs affecting urban areas, water pollution, and transportation" indicates that "a sweeping review of the organization of the executive branch is very much in order," and inserting a supporting article. pp. A1682-4
23. DAIRY. Extension of remarks of Rep. Quie commending and inserting an article which he states is "enthusiastic about the overwhelming acceptance of the class I plan which was included in last summer's Food and Agriculture Act," and tells of the "painstaking care with which the Puget Sound dairy farmers worked out their own plan." p. A1686
24. CATTLE HIDES. Extension of remarks of Rep. May criticizing Commerce's "placing export controls on cattle hides and skins" and inserting an article, "Crisis in Cattle Hides." p. A1688
25. PERSONNEL; RETIREMENT. Rep. Buchanan inserted the testimony of the president of the National Assoc. of Retired Civil Employees on legislation now pending which would benefit retired employees. pp. A1695-7
26. REPORT. Rep. Wolff inserted the text of his report to his constituents, including legislation on conservation and animal research. pp. A1697-8
27. ECONOMIC GROWTH. Extension of remarks of Rep. Evins, Tenn., commending and inserting a speech by Secretary of the Treasury Fowler pointing out that "we have come to know and understand the use of fiscal measures" in sustaining the current record economic prosperity. pp. A1698-9

BILLS INTRODUCED

28. RESEARCH. H. R. 13944, by Rep. Sweeney, to prohibit the curtailment of agricultural research carried on under authority of the Hatch Act; to Agriculture Committee.

dering experience of the California State Office of Education's attempt to have the OEO fund our State's very successful adult basic education program.

Some of this information was introduced into the record of the poverty hearings by my colleague the gentleman from New York [Mr. GOODELL].

I bring it up again because it has escaped the attention of many of those who must be made to realize that all of the poverty programs are in peril if such irresponsible administration continues.

OEO's stop-and-go approach has caused considerable confusion for States operating adult basic education programs.

States have had difficulty in securing the money which OEO pledged them.

Numerous revisions of allocations have caused administrative problems, disappointment, and expenditures of State funds that will not now be reimbursable.

One of the States hardest hit by the OEO confusion has been California.

In June 1965, OEO sent a memo to the California State Department of Education, as it did to all States, notifying them of the anticipated State allocation for 1966. According to that memo, California was to receive \$1,809,725.

Successive notifications indicated the following changes:

June 21, 1965-----	\$1,809,725
Nov. 9, 1965-----	1,622,080
January 1966-----	819,530

The final amount is less than half the original estimate.

OEO claimed that they ran short of funds and thus had to make the cuts.

If there were no funds available, where then did OEO come up with the \$802,550 they restored to California on February 25, 1966, after I, and other Congressmen, lodged vociferous protests to OEO over their treatment of our State?

OEO claimed they are not responsible for the revised 1966 allocation.

They charge the Bureau of the Budget and the Office of Education with the responsibility.

This bureaucratic buckpassing has to stop somewhere.

I commend to the consideration of my colleagues reforms proposed by the Quie-Goodell opportunity crusade that would fix singular responsibility for this program with the Office of Education.

DUMPING OF JAPANESE TITANIUM DIOXIDE

(Mr. NELSEN asked and was given permission to address the House for 1 minute and to revise and extend his remarks and to include an article.)

Mr. NELSEN. Mr. Speaker, I have noted a comment which appeared in the March 19 issue of the Christian Science Monitor indicating that apparently the Treasury Department is concerned about foreign goods being dumped on the American market at prices well below domestic prices. Reference is made to the alleged dumping of Japanese titanium dioxide as having "stirred everything up again."

According to this article the Treasury Department intends to do something about these dumping practices. Now in

view of the grain dumping activities of the Commodity Credit Corporation which I have brought to my colleague's attention recently, maybe it would not be out of line to suggest that the Treasury Department be vested with the authority to look into the dumping activities of the Department of Agriculture and do something about this, too.

The article referred to is as follows:

TRENDS

A "dump and run" problem is vexing the U.S. Treasury again.

Foreign goods are still being dumped on the American market at prices cut well below those at home. The Treasury hoped it had solved that problem a year ago when it spelled out a new antidumping policy.

But recent alleged dumping of Japanese titanium dioxide has stirred everything up again.

The Treasury Department now says it will fight hit-and-run dumping. If foreigners dump goods, grab a quick profit, and then skip out or boost prices again, they will be prosecuted for the period in which they dumped. That will be something new.

All this probably will take some of the congressional heat off the Treasury. Many Congressmen were irked before when their home industries were hurt by hit-and-run dumping and the Treasury did nothing.

NATIONAL WATER COMMISSION

(Mr. REINECKE asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. REINECKE. Mr. Speaker, I have entered in the House this day a bill calling for a National Water Commission. The purpose of this legislation is to generate new legislation concerning the use of better principles in the management of our great natural resource, water. In all fairness, I should say that I would not have had to introduce such legislation today because I did introduce an almost identical bill last July, H.R. 9895. However, even though the chairman of the committee called for reports on this particular bill, after 9 months none of the several agencies concerned in the executive branch of the Government saw fit to show the normal courtesy to a legislative committee to respond to the request. As such, this bill has had to come forth from the executive branch through one of my colleagues in the other body. I am glad to cosponsor it in this body at this time because my objective originally in introducing this bill was not for pride of authorship but to see that this legislation is passed to the betterment of our Nation.

PERSONAL EXPLANATION

(Mr. MATHIAS asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. MATHIAS. Mr. Speaker, on Tuesday, March 15, because of an attack of Asian flu, I was unable to be present to cast my vote on rollcalls 36 and 38.

Rollcall No. 36 was on the passage of the conference report on H.R. 12752, the Tax Adjustment Act of 1966, providing graduated income tax withholding, accelerated corporate tax payments, temporary suspension of certain telephone

and automobile excise tax cuts, social security payments to certain persons over 72 not currently covered, and other tax law changes. Had I been present, I would have voted "yea."

Rollcall No. 38 was on the passage of H.R. 13546, making fiscal 1966 supplemental appropriations of \$13,135,719,000 for the Department of Defense. Had I been present, I would have voted "yea."

SPREADING BUTTER ON THE GUNS

(Mr. DEVINE asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. DEVINE. Mr. Speaker, on yesterday this House spread a little more butter on the guns. We authorized the expenditure of three-quarters of a million dollars for a home for the Vice President. In the last 30 days or so we have also authorized the spending of millions of dollars for Interama in Florida and millions of dollars to celebrate the centennial of the purchase of Alaska and millions of dollars for an air museum at the Smithsonian, all during this wartime emergency.

The trial balloon has gone up. It has been suggested from administration sources that perhaps there may be a 5-percent, across-the-board increase in income taxes. I saw last week where we will again be asked, for the 9th or 10th time since I have been in Congress in the last 8 years, for another increase in the national debt ceiling. The proposed figure to which it will be increased this time is \$334 billion. So long as these wild, radical, vast spending schemes continue, the Democrat majority will have to increase the Federal debt ceiling to pay for the things that we cannot afford.

Inflation is particularly cruel to our retired people on a fixed income. It can be combatted by reducing Government expenditures more readily than imposing more and more taxes on an overtaxed society.

DIVERSION OF ANTIPOVERTY FUNDS

(Mr. GIBBONS asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. GIBBONS. Mr. Speaker, I saw on page 6025 of the CONGRESSIONAL RECORD my colleague the gentleman from Minnesota [Mr. QUIE] inserted certain remarks entitled "Diversion of Antipoverty Funds." The remarks pertain to a Women's Job Corps Center in Charleston, W. Va. His remarks were the subject of a part of our investigation and hearing before the Education and Labor Committee this morning. I think it is fair to say Mr. QUIE's remarks although well intended are not accurate.

Mr. Speaker, for the benefit of the Members of the House, and so that the matter raised by Mr. QUIE will be entirely aired and open for public inspection, there will be included in the hearings and report on the Economic Opportunity Act for 1966 a complete

summary of this entire matter. This report should be filed within a few weeks.

Mr. Speaker, I detect in the remarks of Mr. QUIE an insinuation that the Democrats obtained a campaign headquarters which were for free or that some shenanigans were carried out in connection with the rental of the hotel that houses the Women's Job Corps. This is certainly not true and the record developed at our hearing today will show that.

Mr. Speaker, there are other misstatements in yesterday's CONGRESSIONAL RECORD about the costs and expenses about that headquarters that are inaccurate, and refutation will be contained in the testimony developed at our hearing today.

At this time, I wish to point out that the cost to the Government of housing these young women in this hotel building, including the use of all of its facilities, is less than \$1 per day for shelter. In fact, the costs as testified to this morning amounted to \$27 per month per enrollee. Mr. QUIE's remarks insinuate that our Government is squandering its money in renting this facility when the true facts are that the actual price is less than \$1 per square foot per year, while the average rental for a like building in the city of Charleston is about \$3 per square foot per year. The true facts are that everything has been done in an open, above-board, perfectly honorable manner—that we are receiving our money's worth and that the program is being well operated.

The high purposes of the Job Corps are not well served by those who continually seek to harp upon its shortcomings especially when their criticism is not accurate.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks and to include accurate figures pertaining to this statement.)

MAIL TRANSPORTATION BY REGULATED MOTOR CARRIERS

(Mr. DULSKI asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and to include extraneous matter.)

Mr. DULSKI. Mr. Speaker, today I am introducing a bill which would authorize mail transportation by regulated motor carriers engaged primarily in the transportation of property—that is, trucker-operators rather than motorbus operators—under ICC fixed rates or under 4-year special contracts at rates higher or lower than those fixed by ICC, just as in the case of such service by railroads under the Railway Mail Pay Act.

Several proposals have been advanced to solve the problem of transporting mail to points no longer served by the railroads. Recent years have been the curtailment of railroad service in many areas of our country. This has created problems for the Post Office Department which must look elsewhere for modes of transportation to serve these areas.

I believe the provisions of the bill introduced today will eliminate the problems that now exist in providing adequate transportation of mail.

It will continue the existing authority

of the Postmaster General to first, permit railroads to provide service by truck in lieu of rail service; and second, award a star-route contract to a regulated motor carrier based on the lowest responsible bid.

The Postmaster General may negotiate initial rates with truckers which will be effective until the ICC begins a general truck mail-rate case, or he may negotiate 4-year special contracts.

The ICC will, under my bill, be obligated to commence a general rate proceeding within 18 to 24 months after enactment, and will be required to classify motor carriers into groups, so that rates can be fixed for application to groups, rather than to individual truck operators.

Also, a truck operator would be obligated to provide mail service on request, once he has submitted a tender of availability, which cannot be withdrawn except by permission of the Postmaster General. While the tender of availability is outstanding, a motor carrier can be fined \$500 for each day of refusal to transport mail, and can be subjected to deductions from pay for failure to perform the service in the manner required.

I strongly feel that legislation of this type of this type is needed if we are to improve mail service, particularly in those areas where the railroads have discontinued trains.

WAS USE OF ANTIPOVERTY MONEY FOR CAMPAIGN PURPOSES?

(Mr. GOODELL asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and to include extraneous matter.)

Mr. GOODELL. Mr. Speaker, in reply to the statement made by the gentleman from Florida [Mr. GIBBONS] when the gentleman from Minnesota [Mr. QUIE] was not on the floor, I certainly think that it is a distortion of what the gentleman from Minnesota [Mr. QUIE] said when Mr. GIBBONS indicated there was an implication that antipoverty money was used for campaign purposes. There was a reference in Mr. QUIE's remarks to a hotel in Charleston, W. Va., now used as a women's Job Corps center, which had been used as the Kennedy Democrat headquarters, and that the hotel is owned by a corporation, the president of which is the State commerce commissioner, a leading Democrat in West Virginia.

Mr. Speaker, the gentleman from Minnesota [Mr. QUIE] presented figures and background information that were developed by investigators. We had testimony this morning in the full Committee on Education and Labor which disputed some of those figures. The OEO, in effect, threw up a confusing fog of figures that seem to conflict with facts given to our investigators. We are pursuing this with both the majority and minority investigators in an effort to obtain the true facts of the situation.

Mr. Speaker, I do not believe, by any means, that the record is clear in the committee at this point.

Mr. Speaker, there were references to additional parcels of land, and there is a dispute as to what the contract provided. We have asked for the full con-

tract and the data that should be provided to the Congress and to the American taxpayers, and then we shall report further when we obtain that information from our investigators.

SUBCOMMITTEE NO. 4 OF THE COMMITTEE ON THE DISTRICT OF COLUMBIA

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that Subcommittee No. 4 of the Committee on the District of Columbia may sit while the House is in session during general debate today.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME

Mr. STAGGERS. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, with the amendments of the Senate to the amendment of the House thereto, disagree to the Senate amendments, and request a conference with the Senate.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

The Chair hears none, and appoints the following conferees: Messrs. STAGGERS, ROGERS of Texas, FRIEDEL, SPRINGER, and YOUNGER.

CALL OF THE HOUSE

Mr. SPRINGER. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. ALBERT. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 46]

Addabbo	Gurney	Pirnie
Ashley	Hagen, Calif.	Pool
Bandstra	Halpern	Powell
Baring	Hanley	Purcell
Barrett	Harvey, Ind.	Randall
Battin	Hawkins	Rees
Bingham	Henderson	Reid, N.Y.
Brooks	Holifield	Resnick
Burleson	Hungate	Roberts
Cahill	Jacobs	Rodino
Cameron	Jones, Mo.	Rogers, Colo.
Carey	Karsten	Rooney, N.Y.
Celler	Keith	Ryan
Chelf	Kelly	Scheuer
Conyers	Keogh	Scott
Craley	Kupferman	Taylor
Diggs	McCulloch	Teague, Calif.
Ellsworth	McVicker	Teague, Tex.
Farbstein	Martin, Ala.	Teaguer
Farnum	Martin, Nebr.	Todd
Fino	Matthews	Toil
Fulton, Tenn.	Monagan	Walker, Miss.
Fuqua	Morris	Williams
Gilbert	Multer	Willis
Green, Oreg.	Murphy, N.Y.	Wolff
Grider	Murray	
Griffin	Nix	

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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WASHINGTON, D. C. 20250
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For actions of March 25, 1966
89th-2nd; No. 52

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HIGHLIGHTS: House committee reported supplemental appropriation bill. Sen. Proxmire criticized school milk budget cut. Sen. Pearson introduced and discussed bill to provide indemnity payments for commodities damaged by use of pesticide chemicals.

HOUSE

1. SUPPLEMENTAL APPROPRIATIONS. The House Appropriations Committee reported the Second Supplemental Appropriation Bill, 1966 (H. R. 14012, on H. Rept. 1349) which includes funds for this Department as follows: (1) Appropriations for pay costs pursuant to Public Law 89-301 and wage board increases, \$15,841,000 and a transfer of \$64,000, and (2) Supplemental Appropriations for the Forest Service for fighting forest fires, \$7,500,000. The House report provides the same amounts for this Department as requested for these purposes in H. Documents 383 and 405. For details of the amounts requested by agencies see Digest Nos. 29 and 30 and 41.

2. CATTLE HIDES; APPROPRIATIONS. The "Daily Digest" states that on Thurs., Mar. 24, the Agriculture Committee "adopted two committee resolutions, one which pertains to export restrictions on cattle hides, calf, and kip skins; the other expresses the committee's views on Budget Bureau's proposed cutback in agricultural appropriations." p. D251

SENATE

3. DAYLIGHT SAVING TIME. Conferees were appointed on S. 1404, the proposed Uniform Time Act of 1966 (p. 6472). House conferees have already been appointed.
4. MILK. Sen. Proxmire criticized the budget cut for the school milk program. p. 6413
Received Ga. and Calif. Legislature resolutions urging additional appropriations for the school milk and school lunch programs. p. 6391
Sen. Dodd was added as a cosponsor of S. 2921, to provide a special milk program for children. p. 6404
Sen. Mondale inserted a Land O'Lakes Creamery resolution supporting his proposed national milk sanitation bill. p. 6441
5. RURAL COMMUNITY DEVELOPMENT. Sen. Mondale criticized an editorial which he stated leaves the impression "that Secretary Freeman is finding little support in the Congress for his rural community development legislation." p. 6463
6. FOOD. Sen. Mondale inserted Secretary Freeman's speech to the American Freedom From Hunger Foundation reviewing world food problems. pp. 6456-8
Sen. Bartlett was added as a cosponsor of S. 2995, the proposed Emergency Food Reserves Act of 1966. p. 6404
7. FOREIGN AID. Sens. Lausche and Tydings commended Indian Prime Minister Indira Gandhi's visit to the U. S., and reviewed recent U. S. economic assistance to India, including food supplies. pp. 6461, 6488-93
Sen. Mansfield commended establishment of the Asian Development Bank to aid in the economic development of Asia. pp. 6429-30
Sen. Montoya reviewed problems in the economic development of Latin American, including agriculture, and suggested ways the U. S. may assist in their economic development. pp. 6481-8
8. INTERGOVERNMENTAL RELATIONS. Sen. Muskie reviewed problems of intergovernmental relations, proposed certain steps for immediate and long-range action, and inserted the recommendations by the Advisory Commission on Intergovernmental Relations. pp. 6500-12
9. COMMITTEE ASSIGNMENTS. Sen. Long, La., resigned from the Foreign Relations Committee and was assigned to the Commerce Committee. Sen. McGee resigned from the Commerce Committee and was assigned to the Foreign Relations Committee. p. 6388
10. CIVIL DEFENSE. Received from Defense Dept. a report on civil defense functions for 1965. p. 6389
11. STOCKPILE. Received from OEP a statistical supplement, stockpile reports for the 6-month period ended Dec. 31, 1965. p. 6389

nated by the Secretary, permit such officer or employee to inspect appropriate books, papers, records, and documents.

(d) All information reported to or otherwise obtained by the Secretary or his representative pursuant to subsection (b) or (c), which information contains or relates to a trade secret or other matter referred to in section 1905 of title 18 of the United States Code, shall be considered confidential for the purpose of that section, except that such information may be disclosed to other officers or employees concerned with carrying out this Act or when relevant in any proceeding under this Act.

PROHIBITED ACTS

SEC. 13. (a) No person shall—

(1) manufacture for sale, sell, offer for sale, or introduce or deliver for introduction in interstate commerce, or import into the United States for resale, any tire manufactured or retreaded or any motor vehicle assembled on or after the date any applicable standards take effect under this Act unless it is in conformity with such standards as prescribed or amended by the Secretary pursuant to section 4, 5, 6, or 8 of this Act, except as provided in subsection (b) of this section; or

(2) fail or refuse to permit entry or inspection as authorized under section 12(b) of this Act or fail or refuse access to or copying of records, or fail to make reports or provide information, as required under section 12(c).

(b) Paragraph (1) of subsection (a) shall not apply to the sale, the offer for sale, or the introduction or delivery for introduction in interstate commerce of any tire or motor vehicle after the first purchase of it in good faith where the tire is labeled as conforming to Federal minimum safe performance standards.

(c) (1) A tire or motor vehicle offered for importation in violation of paragraph (1) of subsection (a) shall be refused admission into the United States, but the Secretary of the Treasury and the Secretary may, by joint regulations, provide for authorizing the importation of a tire or motor vehicle, or class thereof, into the United States upon such terms and conditions (including the furnishing of a bond) as may appear to them appropriate to insure that any such tire or motor vehicle will be brought into conformity with any applicable standards prescribed under this Act, or will be exported or abandoned to the Government.

(2) The Secretary of the Treasury and the Secretary may, by joint regulations, prohibit the importation of any tire or motor vehicle, or class thereof, into the United States, unless it meets any standards or regulations issued by the Secretary pursuant to the provisions of this Act.

(3) Paragraph (1) of subsection (a) shall not apply to a tire intended solely for export, if it is labeled on the outside of the shipping container to show that it is intended for export and is so exported.

(d) No person, firm, or corporation shall sell, offer for sale, or introduce for sale or deliver for introduction in interstate commerce any tire or motor vehicle equipped with any tire which has been regrooved, except that the Secretary may by order permit the sale of regrooved tires or motor vehicles equipped with such tires which he finds are designed and constructed in a manner consistent with the purposes of this Act.

CIVIL PENALTY

SEC. 14. (a) Whoever violates any provision of section 13(a) (2) or 13(d), or any regulation issued thereunder, shall be subjected to a civil penalty of not to exceed \$1,000 for each such violation.

(b) Any such civil penalty may be compromised by the Secretary. The amount of such penalty, when finally determined, or the amount agreed upon in compromise, may be deducted from any sums owing by the United States to the persons charged.

INJUNCTION; SUBPENAS

SEC. 15. (a) The United States district courts and the United States courts of the territories and of the Commonwealth of Puerto Rico shall have jurisdiction, for cause shown and subject to the provisions of rule 65(a) and (b) of the Federal Rules of Civil Procedure, to restrain violations of this Act upon petition by the appropriate United States attorney or the Attorney General on behalf of the United States.

(b) In any proceeding for criminal contempt for violation of an order, injunction, or restraining order issued under this section, which violation also constitutes a violation of this Act, trial shall be by the court or, upon demand of the accused, by a jury. Such trial shall be conducted in accordance with the practice and procedures applicable in the case of proceedings subject to the provisions of rule 42(b) of the Federal Rules of Criminal Procedure.

(c) In all libel or injunction proceedings for the enforcement, or to restrain violations, of this Act, subpoenas for witnesses who are required to attend a court of the United States in any district may run into any other district in any such proceeding.

SEIZURE

SEC. 16. (a) Any motor vehicle tire that has been manufactured or introduced into commerce in violation of section 13 of this Act shall be liable to be proceeded against by the United States while in interstate commerce on libel of information and condemned in any district court of the United States and in any United States court for the territories, possessions, and the Commonwealth of Puerto Rico.

(b) Such tire shall be liable to seizure by process pursuant to the libel and the procedure in cases under this section shall conform, as nearly as may be, to the procedure in admiralty; except that on demand of either party any issue of fact joined in any such case shall be tried by jury. When libel for condemnation proceedings, under this section, involving the same claimant, are pending in two or more jurisdictions, such pending proceedings, upon application of the United States or the claimant seasonably made to the court of one such jurisdiction, shall be consolidated for trial by order of such court, and tried in (1) any district selected by the applicant where one of such proceedings is pending; or (2) a district agreed upon by stipulation between the parties. If no order for consolidation is so made within a reasonable time, the United States or the claimant may apply to the court of one such jurisdiction, and such court (after giving the other party, the claimant, or the United States attorney for such district, reasonable notice and opportunity to be heard) shall by order, unless good cause to the contrary is shown, specify a district of reasonable proximity to the claimant's principal place of business, in which all such pending proceedings shall be consolidated for trial and tried. Such order of consolidation shall not apply so as to require the removal of any case the date for trial of which has been fixed. The court granting such order shall give prompt notification thereof to the other courts having jurisdiction of the case covered thereby.

(c) Any tire condemned under this section shall, after entry of the decree, be disposed of by destruction or sale as the court may, in accordance with the provisions of this section, direct and the proceeds thereof, if sold, less the legal costs and charges, shall be paid into the Treasury of the United States, but such tire shall not be sold under such decree contrary to the provisions of this Act or the laws of the jurisdiction in which sold: *Provided*, That, after entry of the decree and upon the payment of the costs of such proceedings and the execution of a good and sufficient bond conditioned that such tire shall not be sold or disposed of contrary to the provisions of this Act or

the laws of any State or territory in which sold, the court may by order direct that such tire be delivered to the owner thereof to be destroyed or brought into compliance with the provisions of this Act under the supervision of an officer or employee duly designated by the Secretary, and the expenses of such supervision shall be paid by the person obtaining release of the tire under bond.

(d) When a decree of condemnation is entered against the tire, court costs and fees, and storage and other proper expenses, shall be awarded against the person, if any, intervening as claimant of the tire.

(e) In the case of removal for trial of any case as provided by subsection (c) of this section—

(1) the clerk of the court from which removal is made shall promptly transmit to the court in which the case is to be tried all records in the case necessary in order that such court may exercise jurisdiction;

(2) the court to which such case is removed shall have the powers and be subject to the duties, for purposes of such case, which the court from which removal was made would have had, or to which such court would have been subject, if such case had not been removed.

REGULATIONS, AVOIDANCE OF DUPLICATION

SEC. 17. (a) The Secretary is authorized to issue and amend such rules and regulations as he deems necessary or appropriate to carrying out the provisions of this Act.

(b) The Secretary, in exercising the authority under this Act, shall utilize the services, research, and testing facilities of public and competent private agencies to the maximum extent he determines practicable in order to avoid duplication in research, facilities, or operation services.

AUTHORIZATION

SEC. 18. To carry out the purpose of this Act, there is authorized to be appropriated the sum of \$2,900,000 for the fiscal year ending June 30, 1967, \$1,450,000 for each of the fiscal years ending June 30, 1968, and 1969, and \$1,600,000 for each of the fiscal years ending June 30, 1970, 1971, 1972, 1973, and 1974.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the vote on the pending measure, S. 2669, take place at 2 o'clock p.m., on Tuesday next and that for this purpose rule XII, clause 3, be suspended.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana? The Chair hears none, and it is so ordered. The vote will begin at 2 o'clock p.m. on Tuesday next.

(The unanimous-consent agreement, reduced to writing is as follows:)

UNANIMOUS-CONSENT AGREEMENT

Ordered, That on Tuesday, March 29, 1966 at 2 o'clock p.m. the Senate proceed to vote on final passage of S. 2669, a bill to establish safety standards for motor vehicle tires sold or shipped in interstate commerce, and for other purposes.

ORDER FOR RECESS UNTIL NOON ON TUESDAY NEXT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that when the Senate completes its business today, it stand in recess until 12 o'clock noon on Tuesday next.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MANSFIELD. The purpose of asking for a recess is so that Senators who wish to discuss the bill will have the time intervening between the prayer by the Chaplain and the hour designated for the vote in which to do so.

UNIFORM DATES FOR DAYLIGHT SAVING TIME

Mr. MANSFIELD. Mr. President, I ask that the Chair lay before the Senate a message from the House of Representatives on S. 1404, the Uniform Time Act of 1966.

The PRESIDING OFFICER (Mr. TALMADGE in the chair) laid before the Senate a message from the House of Representatives announcing its disagreement to the amendments of the Senate to the amendments of the House to the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. MANSFIELD. I move that the Senate insist upon its amendments, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. MACNUSSON, Mr. McGEE, and Mr. COTTON conferees on the part of the Senate.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

COMMON ABUSES IN CONSUMER CREDIT

Mr. CLARK. Mr. President, I ask unanimous consent that, notwithstanding the rule of germaneness, I may proceed for not more than 15 minutes on another subject.

The PRESIDING OFFICER. Is there objection? The Chair hears none, the rule is waived, and the Senator from Pennsylvania is recognized for 15 minutes.

Mr. CLARK. Mr. President, in his message on consumer interests, the President reiterated his recommendation that Congress enact a truth-in-lending law. Such legislation has been with us for several sessions, and lengthy hearings have been held.

I have supported the effort of the distinguished Senator from Illinois [Mr. DOUGLAS] over the years to have such legislation enacted. I believe that I am a cosponsor of all such bills that have been introduced by him.

Most of us are already aware, at least in a general way, of the purpose of this legislation. But I think it will be well worth recalling the abuses that led to it.

A bewildering variety of methods of stating consumer finance charges confronts the typical borrower or buyer today. Often he is unable to understand or compare the financing terms offered by sellers or lenders.

Theodore Yntema, vice president of the Ford Motor Co., said at a Senate hearing on automobile financing a few years ago:

The variety and complexity of finance and insurance arrangements and the charges for them are such as almost to defy comprehension. It is impossible for the average buyer to appraise the rates for the finance and insurance services offered, as compared with alternatives available elsewhere.

The borrower or buyer is at a double disadvantage: he is unaware of the true costs of credit use, and he is unable to shop around and compare alternative finance charges offered by different lenders and sellers. This is because there are so many different ways of stating the cost of credit use.

Let me list for you four of the most common practices:

First. No rate quoted: The buyer or borrower is told only that the charges will be so much down and so much per week or per month.

Second. Add-on or discount rate: The borrower is given a rate on the original amount of the credit rather than on the periodic declining balance. The annual percentage rate is approximately twice as high as the so-called add-on or discount rate.

Third. Add-on discount rate plus fees: Numerous extra fees may be charged in addition to the add-on or discount rate. This serves to raise the annual percentage rate to considerably more than twice the quoted rate.

Fourth. Simple monthly rate: The finance charge is disclosed to the borrower in terms of an all-inclusive simple monthly rate. The annual percentage rate is 12 times the monthly rate.

The consumer can only be confused or deceived by this variety of ways to state the charges for credit use. It is impossible for anyone who is not an expert in the practices of the consumer credit fields to compare costs expressed in these many ways.

In fact, even Chairman Martin of the Federal Reserve Board, when he was testifying at hearings on this legislation, said that he was confused by some of the practices in use to state—or misstate—the cost of consumer credit.

We cannot expect the average wage-earner or housewife to understand something that is confusing to the Chairman of the Federal Reserve Board.

The purpose of this legislation is to eliminate the confusion. Credit is a valuable asset. Consumers are well advised to use their credit wisely and guard it carefully. But they cannot do a good job of either unless they know how much their credit use is costing them.

This legislation, which is recommended by the President, would require that lenders and vendors disclose their finance charges in a standard, clear, and meaningful way—both in dollars and as an annual percentage rate.

It is time we acted to guarantee the American consumer this vital information. It is the essential clue which will enable him to find his way through the confusing and misleading labyrinth that is the consumer credit marketplace today.

Mr. President, I commend the President of the United States for his support of the consumers' interest in this message. I hope the result will be legislation by Congress along the lines of the bill for which the senior Senator from Illinois [Mr. DOUGLAS] has so long fought. I am delighted that the President of the United States is now urging on us to act to correct these evils.

INTENSIFIED BOMBING IN NORTH VIETNAM NOT DESIRABLE

Mr. CLARK. Mr. President, during the debate on the supplemental appropriation bill for Vietnam earlier this week several distinguished Senators took issue with the view of the Secretary of Defense and the Chairman of the Joint Chiefs of Staff that further intensification of bombing in North Vietnam was not desirable.

Both the Secretary and General Wheeler spelled out in the course of the hearings, in what was to me a completely logical way, their reasons for concluding that it was not wise under the present circumstances either to start bombing the cities of North Vietnam, or to attempt to destroy the oil installation and storage facilities there, or to bomb or mine Haiphong Harbor.

Nevertheless, these Senators, as was their right, undertook to disagree with General Wheeler and Secretary McNamara. Now I note that the cause of the generals who favor intensified bombings has been taken up by their usual protagonist, that arch hawk columnist, Mr. Joseph Alsop.

On the other hand, the position taken by the Senators in question has been criticized by Mr. James Reston, and was this morning commented on again in a column by Mr. Marquis Childs.

I ask unanimous consent that Mr. Alsop's column entitled "Politics of War," and Mr. Reston's column entitled "Washington: How To Make Things Worse Than They Are," and Mr. Child's column entitled "A Rising Pressure To Bomb Cities," may be printed at this point in the RECORD.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

POLITICS OF WAR (By Joseph Alsop)

Like the usual cloud no bigger than a man's hand, the politics of the war in Vietnam are already beginning to appear above the horizon.

On the one hand, President Johnson has taken to representing himself as a stalwart rampart of "restraint," almost alone in holding off the dangerous designs of the military. This has become a standard turn, complete with Billy Graham organ tones in the vox humana range, at large rallies like the recent Governors' meeting at the White House.

The designs cited tend to be pretty hair-raising. One of them, reportedly, was to bomb the Chinese nuclear powerplants. No one, of course, has even remotely suggested doing anything of that sort, unless the Chinese get into the Vietnamese war with both feet. Hence the news of these quasi-public Johnsonian image-polishings have not exactly promoted good feelings in the Pentagon.

Mar. 29, 1966

*SENATE

12. APPROPRIATIONS. Received from the President (S. Doc. 35) a supplemental appropriation estimate of \$30,000,000 for fiscal year 1966 for the Emergency Credit Revolving Fund, Farmers Home Administration, to provide disaster relief loans for losses due to Hurricane Betsy in La. and Fla., and blizzards in the Dakotas and Minn; to Appropriations Committee. p. 6534
13. SAFETY STANDARDS. By a vote of 79 to 0, passed with amendments S. 2669, to establish safety standards for motor vehicle tires sold or shipped in interstate commerce. pp. 6574-83, 6585
14. DAYLIGHT SAVING TIME. Both Houses received, and the Senate agreed to, the conference report on S. 1404, the proposed Uniform Time Act of 1966, to establish uniform dates (from the last Sunday of Apr. to the last Sunday of Oct. each year) for the commencing and ending of daylight saving time in all States and jurisdictions where it is observed (H. Rept. 1385). pp. 6664-5, 6774
15. FOREIGN AID. Sens. Mansfield, Dirksen, and others commended the President's proposal for the establishment of an Indian-American Foundation in education to encourage new and experimental projects in science, technology, and agriculture to aid in the economic development of India. pp. 6533-4, 6609, 6627-8, 6628-30, 6652
16. ROADS. Received from Treasury and Commerce a proposed bill "to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways," including authorizations for forest roads and trails of \$85 million for fiscal year 1968 and \$110 million for the fiscal year 1969; to Finance and Public Works Committees. p. 6534
Sen. Jordan, Idaho, submitted an amendment to S. 3155, the proposed Federal-Aid Highway Act of 1966; to increase the authorizations for forest roads and trails from \$85 to \$170 million for fiscal year 1968 and from \$110 to \$170 million for fiscal year 1969. pp. 6554-5
17. INFLATION; CORN PRICES. Sen. Proxmire defended the President's fight against inflation, and stated that the sale of CCC corn "takes the pressure off pork and beef prices," and that the President "has given Under Secretary of Agriculture Schnittker responsibility to keep food prices down." pp. 6557-9
Sen. Pearson expressed concern over possible inflation and criticized the "mass dumping of corn on the open market by the Commodity Credit Corporation." pp. 6661-4
18. SCHOOL MILK. Sens. Proxmire and Tydings criticized the budget cuts for the school milk program. pp. 6559, 6627
19. FOOD FOR FREEDOM. Sen. Long, Mo., inserted Secretary Freeman's speech to the Mid-continent Farmers Assoc. in support of the proposed Food for Freedom program. pp. 6602-4
Sen. Tydings inserted a summary prepared by the staff of the Agriculture

and Forestry Committee of testimony presented by witnesses on the proposed Food for Freedom program. pp. 6634-9

20. SOIL AND WATER CONSERVATION. Sen. Tydings inserted Under Secretary Schnittker's speech to the Interstate Commission on the Potomac River Basin concerning soil and water conservation problems in urban areas. pp. 6618-20
21. SOIL SURVEYS. Sen. Williams, N. J., inserted an article by Secretary Freeman on soil survey activities of this Department. pp. 6631-2
22. ELECTRIFICATION. Sen. Metcalf defended the two-percent loans by REA to cooperatives, and inserted a speech revealing a proposed supplemental financing program for REA coops adopted at the annual meeting of the National Rural Electric Cooperative Assoc. pp. 6632-4
23. FORESTRY. Sen. Morse defended the policy of the Forest Service on allowable timber cut and inserted several items on the matter. pp. 6652-61
24. WATER RESOURCES. Received from the President a report, "A 10-Year Program of Federal Water Resources Research"; to Interior and Insular Affairs Committee. p. 6534
Cosponsors were added to S. 3107, to provide for a comprehensive review of national water resource problems and programs (p. 6555). Sen. Tower spoke in support of this bill (p. 6617).
25. CONSERVATION. Sen. Metcalf inserted a speech by the president of the Wildlife Management Institute urging greater efforts to conserve our natural resources. pp. 6645-7
26. FOREIGN CURRENCIES. Sen. Hayden inserted a report on expenditure of foreign currencies by the Commerce Committee. p. 6535
27. CIVIL RIGHTS; GRANTS. Sen. Byrd, W. Va., inserted an article discussing guidelines issued by the Justice Department to other Federal agencies handling grants "on how they were to proceed under the Civil Rights Act." p. 6593
29. POVERTY. Sens. Tower and Byrd, W. V., inserted items critical of administration of the poverty program. pp. 6630-1, 6642-3
Sen. Bayh commended and inserted a report on the Neighborhood Youth Corps sponsored by the Indiana Farmers Union. pp. 6644-5
30. RESEARCH. Sen. Neuberger inserted an article commending the care of animals used in research by the Oregon Medical School. pp. 6665-6
31. TOBACCO. Sen. Neuberger inserted portions of an address by the Chairman of the Federal Communications Commission critical of cigarette advertising practices of the broadcast industry. p. 6666
32. FOREIGN AFFAIRS. Sen. Clark reviewed the results of the White House Conference on International Cooperation and inserted several items on the subject. pp. 6667-6706

*(The proceedings of both Houses for Mar. 29 were not printed in full and will be continued in the next issue of the Record.)

UNIFORM TIME ACT OF 1966

MARCH 29, 1966.—Ordered to be printed

Mr. STAGGERS, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany S. 1404]

The committee of conference on the disagreeing votes of the two Houses on the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 1 and 2 to the House amendments, and agree to House amendments.

HARLEY O. STAGGERS,
WALTER ROGERS,
SAMUEL N. FRIEDEL,
WILLIAM L. SPRINGER,
J. ARTHUR YOUNGER,

Managers on the Part of the House.

WARREN G. MAGNUSON,
GALE W. MCGEE,
NORRIS COTTON,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the amendments of the House to the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendments, insofar as they relate to "daylight saving time," provide that beginning at 2 a.m. on the last Sunday of April of each year and ending at 2 a.m. on the last Sunday of October of each year the standard time of each time zone shall be advanced 1 hour. However, any State could by law exempt itself from the provisions relating to the advancement of time, but only if the State by law provides that the entire State observe the standard time otherwise applicable.

The Senate amendments would have allowed any State by law to exempt either the entire State or a single contiguous part of such State from the provisions relating to the advancement of time. The Senate receded from both of its amendments; thus, the conference agreement results in a bill which is the same as that passed by the House.

HARLEY O. STAGGERS,
WALTER ROGERS,
SAMUEL N. FRIEDEL,
WILLIAM L. SPRINGER,
J. ARTHUR YOUNGER,
Managers on the Part of the House.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

SHOEMAKERS TO LIFT FALL PRICES 3 TO 8 PERCENT DESPITE HIDE-EXPORT LIMIT BY WHITE HOUSE

The Johnson administration's recently imposed controls on hide exports apparently weren't enough to prevent a price increase by the Nation's shoemakers.

As they had indicated earlier they would do, manufacturers are raising prices 3 to 8 percent on their fall line of shoes. The increase could average out above the 5-percent boost posted last September on spring models.

The latest increase will add an estimated \$1 to \$2 a pair to the retail cost of men's and women's shoes planned for introduction this fall and to be shown this week at the National Shoe Fair in New York. Most of the new price lists will be distributed to retailers and suppliers during or after the semiannual conclave of the shoe industry.

In Washington, administration economists didn't have any specific comment on the shoe price increases, but they expressed a belief the increases would have been larger if it weren't for the Government's decision to limit hide exports. In response to industry pleas, and to "provide adequate supplies for domestic needs," the Commerce Department on March 11 established quotas for the export of hides. The quotas, which will cut 1966 exports of cattle hides by about the size of last year's increase in imports, were regarded as an attempt to reduce hide costs and thus forestall a shoe price increase.

SECOND BOOST IN 6 MONTHS

Only last Tuesday, Under Secretary of Commerce Leroy Collins told the House Agriculture Subcommittee on Livestock and Feed Grains that the hide controls "will eliminate or minimize the need for further shoe price increases this spring."

Nonetheless, shoemakers are sticking to their previously indicated intention of raising prices for the second time in 6 months. Of the major manufacturers, only Genesco, Inc., has already announced an increase, boosting its prices 5 to 7 percent. But Intertec, Inc., the Nation's largest shoe manufacturer in terms of shoes produced, probably will post increases ranging from 4½ to 8 percent, according to M. R. Chambers, president. Several other concerns said privately they will raise some or all of their prices, with the increases ranging upward from 3 percent.

Following the Government's export-control action, hide prices backed off about 3 cents a pound to near 18½ cents a pound for heavy native steers. This was about the same as the prevailing price last August and September when manufacturers announced their 5-percent price increase. But this time, higher hide prices aren't receiving as big a share of the blame as they did in the earlier round of shoe price boosts.

HIGHER COSTS A FACTOR

Increased operating and labor costs have played a major role in determining the latest increases, industry sources say. "The hide market can go down to even lower levels and the price of shoes is still going to go up," said an official of one big company. "Regardless of the cost of hides, the price of shoes must go up to maintain already low industry profit margins," he contended.

But many industry executives agree with Government economists that the hide controls did ease some of the pressure for price increases. George Langstaff, director of footwear distribution for Genesco, said the quotas didn't delay the increases, but probably did have a "damping effect" on them.

Industry officials appeared to be only slightly concerned about the administration's

reaction to the higher prices. At a March 7 meeting between major manufacturers and the President's Council of Economic Advisers, one shoe executive confided, "We didn't accomplish a darn thing." He added: "They were only interested in leather prices, and not in problems we share with other industries."

During those discussions Washington sources say, the shoe manufacturers indicated their pricing actions would be substantially influenced by anything the Government would do to increase the availability of hides, and thus reduce the price of their chief raw material. But one Government official said the manufacturers, didn't make any specific price pledges, and the administration didn't seek any.

RETAILERS JUST GO ALONG

Last Friday, the Council's staff held a similar "informal fact-finding" meeting with a delegation representing 10 major shoe retailers. But as one shoe producer noted, "There isn't too much the retailers can do about it" if manufacturers raise their prices.

The Council's chairman, Gardner Ackley, commented in a television interview over the weekend on the general price outlook, without mentioning the shoe situation. While food and farm product prices have caused about two-thirds of the overall price increase in the past year, he said, he is "fairly confident" they won't continue to spearhead the advance. Much of the change is due to the prospect of larger pork output, he remarked, noting that the short "pig crop" last year pushed up prices of all protein products.

Increases in various prices in recent months, however, will make it difficult for the Government to achieve its forecast that prices generally won't rise any more this year than last year's increase of about 2 percent. Mr. Ackley said on NBC's "Meet the Press." Asked if increases of 3.5 to 4 percent would require direct price controls, Mr. Ackley reaffirmed this position, that controls still would be "unnecessary and inappropriate." It would be "poor management," he said, for the Government to "stumble" into price controls.

Mr. PEARSON. Mr. President, here is a situation, then, where farmers, ranchers and hide dealers have been forced to endure an economic setback in vain. Again, no one can foresee the probability that the retail price structure of leather goods will be affected.

Mr. President, an even more disturbing aspect of this affair is the manner in which it was executed and explained by the administration. As noted in my statement of March 17, the official explanations provided me by the Department of Commerce were evasive, misleading, and insufficient. They were designed to obscure the real objective behind the move and were inadequate in explaining why such a move was necessary.

Mr. President, as nearly as anyone can tell, the principal reason why the administration took this action is simply due to the fact that this happened to be a point at which the administration could control a price and so it decided to do so without being able to fully justify the act or to guarantee that this action would, in fact, make a genuine contribution to the anti-inflation effort.

Mr. President, there have been other actions taken by the administration which have had adverse effects on agricultural prices without reducing inflationary pressures.

On March 15, I noted for the RECORD steps recently taken by the Department

of Agriculture increasing sugar imports which resulted in a weakening in raw sugar prices without significantly affecting retail prices.

Consider also action by the administration in the recent mass dumping of corn on the open market by the Commodity Credit Corporation. In this case, what the administration said and what it did have no relation to each other.

In December 1965, the Agriculture Department announced that very limited amounts of Government-owned corn would be sold on the open market during 1966. But, Mr. President, in less than a month after this announcement, Government corn sales were skyrocketing. In January 1966, the CCC dumped into the market seven times as much corn as it had in the previous January. Government sales in February and the first week in March were at the highest level in 4 years. As a result of these massive sales, corn prices at Chicago dropped from \$1.33 in February to \$1.26 last week.

Mr. President, price declines in such a basic commodity as corn inevitably are translated into lower prices for other commodities, particularly livestock and other feed grains. The impact on the entire farm economy is of far-reaching magnitude.

The Wall Street Journal of March 7 reported:

Agriculture Department officials won't discuss their reasons for increasing sales of corn.

The Secretary of Agriculture, Orville Freeman, has rejected queries as to whether these sales were aimed at depressing grain and livestock prices as "a lot of political noise."

But, Mr. President, it is interesting to note that on March 10, Gardner Ackley, the Chairman of the President's Council of Economic Advisors, stated in an NBC television interview that the Government was trying to hold down the price of corn with the aim that this would act to increase pork production and thus also lower hog prices. These extraordinary Government corn sales have been rather widely cited in the public press as an example of the administration's under-cover war on inflation.

Under existing agricultural laws, the Department of Agriculture is authorized to sell stocks held by the Commodity Credit Corporation on the open market under certain specified conditions. It would serve little purpose at this time to debate the point as to whether or not the existing laws are reasonable. But recall the fact that those laws provide for Government sales for the sole purpose of implementing the Government's price support and production control program. Congress did not intend that these laws be used by the administration as weapons in its scattergun attempts to fight inflation. If these laws are in fact being used for this purpose, as certainly appears to be the case, then the administration should openly admit as much.

Mr. President, relating to the administration's efforts to control agricultural prices, an article by William Chapman in the March 13 issue of the Washington Post is particularly revealing. Mr. Chapman quotes a White House aid as follows:

The President is determined that we don't see the kind of inflation—particularly of foods—that we had in the Korean war.

As examples of the administration's selective commodity-by-commodity approach, Mr. Chapman cited the Government's massive corn sales, and the clamping down of export controls on cowhides. Mr. Chapman also reported that the Agriculture Department was substituting margarine for butter in food distribution programs in order to keep down the price of commercial butter. He also revealed that the Department was scanning its purchasing list for other possible substitutes, particularly for agricultural products.

Mr. President, I ask unanimous consent to have printed in the RECORD at this point the article just referred to by William Chapman.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Washington (D.C.) Post,
Mar. 13, 1966]

ITEMS RANGE FROM CANNED FRUITS TO COWHIDES—ADMINISTRATION FIGHTS INFLATION ON SEVERAL FRONTS

(By William Chapman)

Stirred by renewed admonitions from the President, the Johnson administration has put more force into its drive to combat inflationary price pressures on a selective, commodity-by-commodity basis.

In the past week it has acted to keep the price lid tight on such items as cowhides and corn and is considering similar moves on such disparate goods as the canned fruit served to soldiers and the type of coverings stitched on Government furniture.

"The President is determined that we do not see the kind of inflation—particularly on foods—that we had in the Korean war," a White House aid said this week.

Here is what some agencies are doing:

The General Services Administration has told suppliers it wants to see substitutes used for materials that are under strong price pressures. It is asking that aluminum or aluminum alloys be used in place of copper wiring where possible and is considering switching from leather to plastic furniture coverings because cowhide prices have skyrocketed.

The Agriculture Department last week began selling corn from Government stores at an even faster pace than before, almost doubling the totals of January and February. The result has been a nearly 10 cents-a-bushel slide in Chicago corn prices since January. Agriculture is substituting margarine for butter in food distribution programs in order to increase commercial butter supplies and combat a 5-cents-a-pound increase in the last 2 months. A further tightening is expected when milk support prices are pegged later this month.

Defense procurement officials are scanning their entire purchasing list for possible substitutes, particularly food products, and will begin with such minor steps as switching the kind of canned fruit offered on Armed Forces' menus.

The Commerce Department Friday clamped down export controls on cowhides to help turn back a price upsurge that amounted to 43 percent last year. It will limit U.S. exports to 11.5 million hides, 2.5 million less than probably would have been shipped abroad in the absence of controls this year.

Administration forces turned on the heat on Capitol Hill and won a promise of early hearings for at least a dozen bills permitting the Government to dispose of stockpiled commodities, some of which can affect market prices significantly. Representative L.

MENDEL RIVERS, Democrat, of South Carolina, chairman of the House Armed Services Committee, allowed the stockpile subcommittee to start hearings on March 21. Among the items affected by the bills are aluminum, platinum, vanadium, sisal, and asbestos. But the administration still has not decided whether to seek authority to dispose of another 200,000 tons of copper, the major weapon against inflation in that key metal.

Top officials in several departments have been scouring their fields to find other ways to combat price pressures. In the Agriculture Department, Under Secretary John A. Schnitzler is charged with watching food prices and GSA Administrator Lawson B. Knott, Jr., is handling Government purchases and stockpiles. From the White House, Mr. Johnson has assigned Joseph A. Califano, Jr., a special assistant, as impromptu coordinator.

Food prices are getting the closest scrutiny now. Officials recall that in the first 2 years of the Korean war, prices leaped 22 points as measured by a 1957-59 consumers' index. They are rising again now, but not nearly so fast.

Mr. PEARSON. Mr. President, rising consumer food prices can have an inflationary impact. However, Mr. President, you cannot control a general inflation by controlling agricultural prices. Retail food prices that the farmer gets for commodities he produces constitute only a part, often an extremely small part, of the final price for food items actually purchased by the consumer. For example, of the total price that a housewife pays for a loaf of bread less than 3 cents goes to the wheat farmer. There is less than 3 cents worth of farm-produced corn in a 12-ounce package of cornflakes. Looking at food purchases as a whole the price paid to the farmer represents only a third of the total cost.

But a much more important fact is that a freeze or a rollback in agricultural prices will more than likely have no effect on retail prices. Recent history, in fact, reveals just the opposite. The yearly retail cost of farm food for the average American family rose 15 percent from 1947-49 to 1963, but, Mr. President, during this same period the farm value of this food actually dropped by 15 percent—the same percentage.

Mr. President, this brings up a fundamental point and that is that the small rise in farm prices over the past few months represents an increase from extraordinarily low levels. Farm prices have been depressed ever since the early 1950's. All this while the farmer's cost of production has increased sharply. He was caught in a price-cost squeeze that played havoc with the farm economy. Even though the farmer's position has improved slightly recently his prices have not even begun to catch up with his costs. The parity ratio, the relationship between the farmer's prices and costs, today is only about 80 percent.

Mr. President, for the past decade the farmer has suffered from low prices. But his loss has been the consumer's gain. If farm prices had been keeping up with other prices the cost of food to the consumer would have been far greater. Mr. President, no group in this country has done more to fight off inflation over the past decade than our farmers. To drive down his prices at this stage, as this administration has done, while his oper-

ating costs continue to mount and retail price of food continues to rise would be a mockery of justice and fair play.

Mr. President, in this connection, I note that the press yesterday reported that the prices of phosphatic fertilizers widely used by farmers have just been increased by 3½ percent. Moreover this is the second such price increase within the year.

Mr. President, the evidence reviewed suggests that the administration's current policy is creating numerous economic inequities. This is particularly true in regard to agriculture. In fact, I fear that the Johnson administration's undercover war on inflation is, as much as anything else, a direct war on agriculture.

But the full extent of these inequities, whether they be in agriculture, labor, or business, can be identified and measured only through a thorough and searching study and debate entered into by both the administration and the Congress. Once this has occurred the American people can judge.

Therefore, Mr. President, in the interest of sound democratic policymaking, and in view of the fact that we are all united in the goal of preventing inflation and doing so in a way that no group is forced to suffer unnecessarily, it is imperative that the administration act immediately to inform Congress and the American people of its intentions and plans.

I should think the first necessary step would be for the administration officials to come before an appropriate congressional committee or committees so that the American people can have the opportunity to study and debate that policy, openly and freely.

DAYLIGHT SAVING TIME—CONFERENCE REPORT

Mr. COTTON. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the amendments of the House to the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report.

(For conference report, see House proceedings of today.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. COTTON. Mr. President, the conferees on the part of the Senate tried to present the amendment adopted by the Senate as strongly as possible to the House conferees.

The conferees on the part of the House were not only unanimous in opposing the amendment, and adamant in yield-

ing, but they also called attention to the fact again, as referred to on the floor of the Senate the other day, that the vote in the House on the bill was 292 to 93 and that various amendments were considered which were similar to and of the same nature as the amendment adopted by the Senate. They felt that adoption of the Senate amendment would open the way to splitting the States in many parts of the country and thus would defeat the main purpose of the bill—that is, to enable people to have certain time, and to have railroad, airline, bus, and all other kinds of schedules made uniform and informative, in order to prevent constant confusion which wastes many millions of dollars.

In view of their position and the reasons they presented, the Senate conferees receded. I hope—which I believe is a unanimous hope of the committee which presented the bill—that the report of the conference committee will be adopted.

I do want to point out that the bill still provides for State action, to keep an entire State on standard time if the legislature so wills, and the bill still permits adjustments in time zone boundaries which may be of aid in easing some of the problems which may arise.

Mr. President, for many years I have been working to secure a time bill which would relieve confusion. I sincerely trust that we will not jeopardize the bill, even though I am cognizant of the situation which it presents to the Senator from Missouri [Mr. SYMINGTON], which was the reason he offered the amendment in the Senate and is the reason I tried to secure full and fair consideration in conference.

Mr. SYMINGTON. Mr. President, will the Senator from Kansas yield so that I may comment?

Mr. PEARSON. I am glad to yield to the Senator from Missouri, under the same conditions as before.

Mr. SYMINGTON. I regret deeply, speaking for many of the people in the State of Missouri, that the House has not seen fit to accept what, to me, was a logical and constructive compromise on this bill incident to daylight saving time and its control.

It is hard for me to understand why they refused a request to allow a State a single line running north to south in order to control time, especially difficult in that it was not a question of the rural part of the State of Missouri as against the urban part, because there is a major difference of opinion on the subject between the two large cities of Missouri; namely, St. Louis and Kansas City.

Nevertheless, Mr. President, based on what the able distinguished Senator from New Hampshire has stated on the floor of the Senate, and told me personally, I do not wish to take further time of the Senate in what apparently would be a hopeless effort.

Mr. MANSFIELD. Mr. President, will the Senator from Missouri yield?

Mr. SYMINGTON. I am happy to yield to the distinguished majority leader.

Mr. MANSFIELD. Mr. President, I share the views of the distinguished

Senator from Missouri on the conference report now before the Senate. I recall the determined fight pressed by him and his junior colleague, Senator LONG, on the floor of the Senate last week when this matter was last before us.

I recall also how in cooperation with the senior Senator from New Hampshire he worked out a formula which if accepted would have been reasonable as applied in the State of Missouri.

The Senator from New Hampshire [Mr. COTTON], has labored many years for this proposal. At the conference he represented the Senate to the best of his ability and no one could have been more diligent or more persuasive in attempting to obtain House approval of the Symington-Long-Cotton amendment.

That he was unsuccessful takes nothing away from his determination, nor from the determination of the two Missouri Senators.

While I am disappointed, I must applaud the Senator from Missouri [Mr. SYMINGTON] for the selflessness which he has shown, and also for his great efforts and those of his colleague in representing and defending the interests of the State of Missouri.

It is a difficult question. It has ramifications in other States. Unfortunately the Symington proposal has not been accepted, but the parliamentary situation leaves us no further opportunity to modify the provisions of the measure.

Mr. SYMINGTON. Mr. President, I thank the majority leader for his gracious remarks.

I would add that my colleague from Missouri, Senator LONG, would have been here at this time except he was unavoidably detained.

I want to take this opportunity to thank the able and distinguished senior Senator from New Hampshire [Mr. COTTON], who, despite his great interest in this bill over a period of years, was kind enough and constructive enough to suggest a compromise in this legislation that would have been entirely satisfactory to my State. Although it is unfortunate, as I mentioned before, that the House would not accept even this small compromise, I do want to say to him I am very grateful for his consideration.

Mr. COTTON. Mr. President, like the distinguished majority leader, I pay tribute to the distinguished senior and junior Senators from Missouri. They have been alive and alert to this problem from the very beginning. They did not wait. They were in touch with our committee before the question of adopting the report came up. They have left no stone unturned to protect their State. I wish we could have been of more help to them, but certainly no one could have done more than they for the State of Missouri.

Mr. SYMINGTON. May I thank the Senator from New Hampshire for his typical courtesy in dealing with this matter.

The PRESIDING OFFICER. The question is on adopting the conference report.

The report was agreed to.

RESEARCH ANIMAL CARE IN OREGON

Mrs. NEUBERGER. Mr. President, the Senate Commerce Committee yesterday concluded hearings on proposals authorizing the Secretary of Agriculture to regulate the transportation, sale, and handling of dogs and cats intended to be used for purposes of research or experimentation. These bills are of great interest to the medical schools of our Nation, because these schools are the center of much of the medical research using animals.

My own State of Oregon is fortunate in having at the Oregon Medical School one of the most modern and complete animal care facilities in the Nation. Recently, the Pendleton East Oregonian carried an article describing the open door policy of the medical school concerning its animal care program, and I ask unanimous consent that the article, from the March 19, 1966, edition of the paper, be printed in the CONGRESSIONAL RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

OF CABBAGES AND KINGS (By J.W.F.)

"The time has come," the Walrus said, 'to talk of many things. Of shoes—and ships—and sealing wax—of cabbages—and kings.'"

You may have noted that there have been letters to the editor recently regarding legislation on laboratory animal care. The letters have alleged that there is great and inexcusable cruelty in the treatment of animals that are used in laboratories for research purposes.

We cannot judge that charge, but we do know that the welfare of mankind has been benefited in many ways by experiments with animals. And that being so it seems to us that it should be possible to develop legislation that will protect animals from cruel treatment and at the same time not sacrifice human life and health and human progress.

In the January-February bulletin of the National Society for Medical Research we have read a story that tells how the University of Oregon Medical School developed for the public the story of its use and treatment of laboratory animals. We think you will be interested in a part of that story. Here it is:

"The University of Oregon Medical School has gone a step farther than unlocking the doors. The doors to the animal facilities have no locks.

"Discussion of the use of animals in medical research has traditionally been a taboo topic in most institutional public information programs. This was true at Oregon Medical School until a little over 2 years ago when this tradition was tossed out. An about face was made.

"There was nothing to hide. Our animals were extremely well cared for. So it was decided not only to establish an open door policy but to present to the public, through various news media, information about how animals are used in medical research, how they are cared for and their contribution to medical science.

"Shortly after deciding to initiate an information campaign, the Medical Research Foundation of Oregon purchased a 180-acre farm for the medical school to use in breeding and housing animals. This purchase gave an excellent starting point for the

information program. Families on neighboring farms and ranches were visited and informed as to the type of facility the farm would be. A caretaker was hired from the area. He knew everyone nearby and was well liked.

"News stories about the farm and plans for its use were prepared in the public affairs office. These were sent to newspapers, radio, and television stations. When new animals arrived at the farm they were photographed and the pictures were provided to the news media.

"During this developmental period the new nine-story research building was under construction. The first two floors of the new building are devoted to animal quarters, experimental animal surgery, the animal morgue, cage washing facilities, etc.

"In December 1962, following a preview for the press, an open house for the public was held. One of the most popular areas, visited by several thousand persons, was the experimental animal surgery suite, where, with the use of department-store mannequins, a very authentic mock animal-surgery setup was presented. A member of the animal care department was on hand to answer questions and explain the use of the various pieces of equipment.

"It seemed extremely important to direct some of our efforts in this information program to youngsters. Last year a tour program of the school was arranged that included the animal-care department. The student groups ranged from high school students to youngsters 9 or 10 years old. We found that children of all ages spent more time in the animal quarters than anywhere else on the campus. During the past year more than 1,000 students toured our facilities. The animal-care department received a number of letters of thanks, not only from teachers and Scout group leaders, but from the children themselves.

"It is probable that in the years to come these youngsters will have a better understanding of the use of animals in scientific research. They will be less likely to be influenced by nonsensical antivivisection literature.

"A large number of adults also have toured our facilities. Responsible adults always are invited to go into animal surgery if they wish, provided they mask, cap and gown and observe the other sterile precautions. We feel it is important for them to see that our animal surgery suite compares favorably with a human operating room.

"The same open door policy is practiced at the farm. There are no gates to the driveway. Anyone is free to drive in and take a look for himself. When nothing is hidden it is amazing how much the whole approach to the animal situation is simplified.

"On several occasions people have called and said they were sure we had their dog. They were told that it was quite unlikely, but they were welcome to look at dogs in our kennels. After inspecting the animals they were not only satisfied that the school did not actually have their dog, they also were impressed by the fine accommodations provided for dogs at the medical school.

"We enrolled some of our breeding-colony dogs in canine club obedience classes. This not only resulted in well-trained animals for the medical school, but exposed other dog owners in the community to the fine care and treatment the animals get at the medical school.

"Also, each year some of the animals are entered in both the county and State fairs and they usually bring back their share of blue ribbons.

"At our invitation, the director of Portland's Humane Society and the mayor's administrative assistant spent a half a day in the animal quarters. This visit resulted in a good working relationship between the Humane Society and the animal care people

of the medical school. Although the city ordinance still prevents the medical school from getting dogs from the Portland pound, the director of animal care was recently consulted by the mayor's office when a committee was working on a new ordinance to insure proper transportation and care of animals in pet shops and retail establishments.

"Although the animal information program is far from completed, here are some of the results to date.

- "1. More animals are being donated.
- "2. The public knows of the variety of animals now used in medical research.
- "3. Recruitment of good animal care personnel has been possible.
- "4. The faculty is pleased with changing public attitudes toward use of animals.
- "5. Our 2,000 employees show an increased pride in our animal care facilities and are telling their friends in no uncertain terms that research animals are not mistreated.

"6. Because of the far-reaching implications which are involved for all institutions of higher education in America, we presented a summary of this public relations program in national competition of the American College Public Relations Association. We were pleased that it won first prize for distinguished achievement in a public relations project. However, we feel that the real value of entering the competition was to make other universities and colleges aware that research animals need not be a taboo topic but rather a subject that should be and can be explained to the public."

BROADCAST INDUSTRY FAILS SELF-REGULATION TEST ON CIGARETTE ADVERTISING

Mrs. NEUBERGER. Mr. President, the Chairman of the Federal Communications Commission, E. William Henry, today spoke to the members of the National Association of Broadcasters at their annual meeting in Chicago. One of the central themes of his outstanding address was the business as usual response of the broadcasters to the issue of cigarette advertising. As Chairman Henry remarked:

The 1965 Labeling Act forbids any other Federal advertising requirements as to cigarette smoking for a period of 4 years. But it does not forbid broadcasters from adopting and strictly applying appropriate standards to reflect increasingly persuasive medical evidence, or the hazard labeling requirements of the law itself * * *. This is a major test of self-regulation for the broadcast industry.

It is the conclusion of Chairman Henry that "the broadcast industry has not only failed to pass this test of self-regulation—it hasn't even taken it."

Mr. President, I ask unanimous consent that the section of the address concerned with cigarette advertising be printed in the RECORD at this point.

There being no objection, the section of the address was ordered to be printed in the RECORD, as follows:

From the cigarette advertising presently being carried on radio and television stations, no one would ever know that a major public controversy is in progress as to the harmful effects of cigarette smoking on the American public. One could never guess from such advertising that the great bulk of medical opinion, including a Surgeon General's report, has concluded that there is an adverse causal relationship between cigarette smoking and health. Nor is there the slightest hint that the Congress of the United States last year passed a Cigarette Labeling

Act which requires every pack to contain the warning—and I quote: "Caution: Cigarette Smoking May Be Hazardous to Your Health."

Despite all of this, the sign on broadcasting's door for cigarette advertisers reads "Business as usual."

A startling anomaly is thus created. Television viewers in particular are led to believe that cigarette smoking is the key to fun and games with the opposite sex, good times at home and abroad, social success, and virility. But as the individual approaches the tobacco stand and mystically changes from television viewer to cigarette customer, so the message changes. Life with cigarettes is no longer beautiful; the package warns that smoking may have ugly consequences indeed.

Yet in this important area, broadcasters are strangely silent.

In light of broadcasting's unique impact upon the public, broadcasting has unique responsibilities. Those responsibilities do not end when the commercial comes on.

The 1965 Labeling Act forbids any other Federal advertising requirements as to cigarette smoking for a period of 4 years. But it does not forbid broadcasters from adopting and strictly applying appropriate standards to reflect increasingly persuasive medical evidence, or the hazard labeling requirements of the law itself.

This is a major test of self-regulation for the broadcast industry—and I want to make it perfectly clear that it is only the broadcast industry I am discussing; not the tobacco industry. They have their own regulators and their own problems.

How has your industry—long preaching the virtues of self-regulation—reacted? Where are the clearly articulated, the comprehensive, and the meaningful requirements that might have been expected as to the time, the type, and the nature of permissible cigarette advertising? Where are the standards, designed to protect the public and to reflect the increased concern generated by medical findings? Where, indeed?

The truth is that the broadcast industry has not only failed to pass this test of self-regulation—it hasn't even taken it.

The Cigarette Advertising Code's approach seems to be that there must be study, study, and yet more study. Broadcasting magazine reported that Governor Meyner, the code's administrator, has engaged the services of "a prominent drama critic to make a study of what characteristics in programming have distinct appeal to teenage audiences," so that cigarette advertising in such programs may be avoided. It also reported his comments that the code study on this subject is now "complete," but that the results are "inconclusive," and that the code will therefore "try another approach."

On the question of which programs are designed to appeal to youth, the networks are apparently content to rely on the decisions of Governor Meyner's code. In this ludicrous Alphonse and Gaston routine, it seems that the Congress has turned the matter over to broadcasters; broadcasters have delegated responsibility to the networks; networks rely on the Cigarette Advertising Code; the code asks a drama critic; and the critic's study is "inconclusive."

This kind of self-regulation not only lacks teeth, it has soft and bleeding gums. Moreover, it fools no one.

The cigarette labeling law is due for re-examination in 1969. At that time, no doubt, many forces will be fiercely resisting change. What will your position be? Will you fight tooth and nail to preserve the status quo? Will you sit silently, afraid to take a stand, one way or the other? Or will you by then have developed positive new standards of your own—standards reflecting a mature consideration of your immense responsibilities to the American public? Time will tell—and the country waits to see.

you expressed an interest in the appointment of osteopaths in the armed services.

Public Law 763, 84th Congress, enacted July 24, 1956, authorized the commissioning of osteopaths as Regular medical officers in the armed services, but this law is clearly permissive in nature. Its enactment was unanimously opposed by the Surgeons General and has not been implemented in any of the services.

The Selective Service System does consider doctors of osteopathy as allied medical specialists and, as such, they are subject to the draft. To date, however, no osteopaths have been drafted for service in the Air Force Medical Corps; nor are there any of them serving on active duty with the Air Force.

Certain differences still exist between osteopathic medicine and allopathic medicine, and it is felt that these differences should be first resolved in a civilian setting. Agreement has been reached between the two factions in California and encouraging progress is being made in Pennsylvania and New Jersey. However, insufficient progress has been made elsewhere to now permit the appointment of osteopaths in the Reserve of the Air Force, Medical Corps. At such time as a resolution is formulated on a national scale, their acceptance in the Air Force will be permitted.

I hope this information will serve to clarify the Air Force position. If we can advise you further, please let us know.

Sincerely,

JOHN A. LANG, Jr.,

Acting Special Assistant for Manpower,
Personnel and Reserve Forces.

GENERAL LEAVE TO EXTEND REMARKS

Mr. MAHON. Mr. Speaker, I ask unanimous consent that all Members may have permission to revise and extend their remarks, and to include extraneous matter, on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

TO: ALL AMERICANS—FREEDOMS FOUNDATION HONORS FOR RENE G. PICHARD

(Mr. PHILBIN asked and was given permission to extend his remarks at this point in the RECORD, and to include an address.)

Mr. PHILBIN. Mr. Speaker, it was most gratifying to me and many Members of this House to learn of the great honors coming to our valued friend, Rene G. Pichard, one of the Air Force's most faithful and valuable men. Just recently Special Agent Pichard was selected by the Freedoms Foundation at Valley Forge to receive one of the top 10 awards in its contest for members of the armed services.

Mr. Pichard competed in the category, Letters from Armed Forces Personnel, 1965, which attracted entries from our servicemen in all corners of the globe. He chose for title of his most inspiring essay letter "To: All Americans" and for this highly original and provocative message he was awarded the Freedoms Foundation George Washington Honor Medal and a prize of \$100.

As so many of my colleagues know, Special Agent Pichard is a very remarkable, highly talented young man, who

in his service to our great Nation in very responsible positions of trust and responsibility has acquitted himself with great ability, distinction, and fidelity.

Mr. Pichard is a native of Algeria, a veteran of World War II, and a very loyal, dedicated American citizen. His work for our country over a period of years has been of the highest order and he is entitled to much commendation and praise for his achievements and contributions which have gone far beyond the call of duty.

Of special note has been the constant support and sustaining encouragement of his gracious wife, and I am proud indeed to extend my gratitude and appreciation to this very fine couple and wish them and their dear ones all choicest blessings in the future.

It is most pleasing that the Freedoms Foundation has chosen to extend special recognition to this outstanding young man who has chosen the United States as his adopted land. Located at Valley Forge, Pa., the foundation is a truly unique organization, dedicated to inspiring a greater appreciation of the freedoms guaranteed by the American Constitution and Bill of Rights.

Each year, the foundation through its freedoms award program singles out individuals, organizations, and schools for significant contributions to the American way of life.

I am happy, indeed, as his friend, to extend my heartiest congratulations to Rene Pichard and his lovely wife and family for the great honor which has come to him, and I wish for him, and for them, many happy returns of these honors and continued good health and much success and happiness for many years to come.

I have to include as part of my remarks Mr. Pichard's outstanding winning essay: "To: All Americans."

TO: ALL AMERICANS

As a naturalized American, I have something to say to many native Americans. You have no idea how lucky you are to be American. I say this because I have known a different way of life.

When the Nazis occupied my native country, I had the choice of working at the Ford Motor Co. near Paris or of being deported to Germany as a slave laborer. I chose Ford and there heard about America's plenty and freedom. I resolved that if I survived the war, I would go to America myself. My wish was granted; in 1945, after many difficulties, I arrived in New York with my country's delegation to the United Nations.

What impressed me in America? The warmth with which Americans of all social classes received me, an unknown foreigner. The many churches of all creeds so crowded on Sundays. Complete freedom in the newspapers and in speech. American law, by which a man is considered innocent until proven guilty. Factory parking lots crowded with workers' cars, and the comfort in which the workers lived. The civic consciousness of so many ordinary Americans as reflected in charity drives, youth organizations, voters' leagues. The encouragement given education—scholarships, part-time jobs for students, night school classes for adults. (In my country, if one did not have the family backing to attend college in youth, a college education was forever ruled out.)

After 6 months in America I felt this way: The real greatness of America was not in the multitude of cars and refrigerators that

American technical skills turned out, but in the ideals of liberty and justice that sponsored the wide distribution of these goods, and the free enjoyment of life with equal opportunity for all. Certainly these ideals had not been achieved in full, but Americans were striving hard to achieve them; they were living ideals.

Wanting to be a part of America, I found a way to apply for citizenship. When the Korean war began, I joined the Air Force, in order to serve my new country in uniform. I am still in uniform.

The Air Force has made it possible for me to get an education and to develop myself in a way I could never have done in my native land. I can never do one-tenth as much for America as America has done for me. I have never for one moment regretted becoming an American. My only regret is that I am not eloquent enough to make some native Americans realize how precious are the freedoms they enjoy so effortlessly.

Our freedom are not something we can take for granted. If we are to keep them—and to extend them to every last one of our citizens, as we must in order to keep them—we will have to work and to make sacrifices.

As one of the newer citizens of the world's oldest democracy, I think our freedoms are well worth the sacrifice.

PROPOSED INDO-AMERICAN FOUNDATION FOR EDUCATION

(Mr. GALLAGHER asked and was given permission to address the House for 1 minute, and to revise and extend his remarks.)

Mr. GALLAGHER. Mr. Speaker, the President's proposed Indo-American Foundation for education is a lasting investment in democracy—a united investment with a country whose democratic roots run deep and wide in its history.

The people of India and the United States have always shared a sincere, abiding tradition of freedom and dignity of man. In the United States this belief can be realized by every person through our unlimited opportunities to learn, to better ourselves by our own choice through education. Constantly there are innovations in our educational systems at all levels to offer the best curriculum, the best methods—the best of our society—to our children and our young adults so that they can know true freedom through knowledge.

The Foundation is just this promise for the future to the inquiring young minds of India. It is this promise to a nation, which believes in its obligation to better the lives of all its people and only in fulfilling this obligation lies the strength and progress of the country.

The Foundation will have a broad assignment—to advance the fields of science, to foster research and technological development, to bring about new teaching techniques, to pinpoint the particular problems of India in its social and economic development and to solve them. It will leave an indelible mark on the future of India. In so doing, it will build an international bridge of understanding between the people of India and the United States.

I feel that such an institution is a necessity at this time. India is facing a great food shortage, and unless technology soon solves the gap between food and population the country is headed for

disastrous problems. She must have knowledgeable men and able institutions to solve these immediate concerns. But she must have men and institutions which can undertake improvements in general schooling, fight illiteracy, break down outmoded social barriers, and lead a nation in planning for future generations.

The foundation can be such a center, offering new solutions to the immediate problems of technology, new directions in the broad field of education, and innovation to social and economic traditions.

The United States has this opportunity to help bring about progress through our local currency reserves in India. It is not a matter of more dollars in foreign aid. It is in our own interest—the interest of peace and progress for mankind which knows no national boundaries and has no price tag.

UNIFORM TIME ACT OF 1966— CONFERENCE REPORT

Mr. STAGGERS submitted the following conference report and statement on the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes:

CONFERENCE REPORT (REPT. No. 1385)

The committee of conference on the disagreeing votes of the two Houses on the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows: That the Senate recede from its amendments numbered 1 and 2 to the House amendments, and agrees to House amendments.

HARLEY O. STAGGERS,
WALTER ROGERS,
SAMUEL N. FRIEDEL,
WILLIAM L. SPRINGER,
J. ARTHUR YOUNGER,

Managers on the Part of the House.

WARREN G. MAGNUSON,
GALE W. MCGEE,
NORRIS COTTON,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the amendments of the House to the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendments, insofar as they relate to "daylight saving time," provide that beginning at 2 a.m. on the last Sunday of April of each year and ending at 2 a.m. on the last Sunday of October of each year the standard time of each time zone shall be advanced one hour. However, any State could by law exempt itself from the provisions relating to the advancement of time, but only if the State by law provides that the entire State observe the standard time otherwise applicable.

The Senate amendments would have allowed any State by law to exempt either the entire State or a single contiguous part of such State from the provisions relating to the advancement of time. The Senate receded from both of its amendments; thus, the conference agreement results in a bill which is the same as that passed by the House.

HARLEY O. STAGGERS,
WALTER ROGERS,
SAMUEL N. FRIEDEL,
WILLIAM SPRINGER,
J. ARTHUR YOUNGER,

Managers on the Part of the House.

COMMITTEE ON MERCHANT MARINE AND FISHERIES

Mr. ALBERT. Mr. Speaker, I call up House Resolution 806 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That during the remainder of the Eighty-ninth Congress, the Committee on Merchant Marine and Fisheries shall be composed of thirty-two members.

The resolution was agreed to.

A motion to reconsider was laid on the table.

PROPER PROCEDURES SHOULD GOVERN IMPOSITION OF EXPORT CONTROLS

(Mr. CURTIS (at the request of Mrs. REID of Illinois) was granted permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. CURTIS. Mr. Speaker, on March 22 in a letter to the House Subcommittee on Livestock and Feed Grains I testified that the Export Control Act, under which controls had on March 7 been imposed on exports of U.S. hides and other leathers, does not contain proper consultative procedures. I outlined my reasons for believing that even the meager procedures provided for by section 4 of the act had not been followed in the case of hides.

Just as I am concerned with the application of export controls on hides, I am also concerned with the manner in which export controls were imposed on U.S. exports to Rhodesia. The manner in which these controls were promulgated on December 28, 1965, under the foreign policy authorization in section 2 of the 1949 Export Control Act as amended last year.

Therefore I have asked the Secretary of Commerce not for a clarification of his legal authority to impose such controls, but for an account of the procedures he used in applying controls on exports to Rhodesia.

It is too easily forgotten in curtailing the exports of the United States that we are in essence cutting off the foreign sales of U.S. businesses, large and small, in every part of the country. In the case of hides, the Commerce Department took action against U.S. exports which it had sought for several years to intensively develop as part of the same Department's export promotion policy. Then suddenly, without adequate consultation, hearing, and public notice, the U.S. industry had its foreign sales

summarily cut off—cut off literally by Government fiat.

I would like to point out that the manner in which Congress has allowed controls to be placed on exports is in direct contradiction to the way the Congress controls imports. The raising and lowering of tariffs on foreign goods requires legislative approval. No such action can be taken without fullest public consideration. Why should not controls on U.S. exports, which can have the same depressive or stimulative effects on sectors of the U.S. economy, be subject to at least a modicum of public consideration?

With unanimous consent my March 22 letter to the Livestock and Feed Grains Subcommittee, and my March 25 letter to Secretary Connor follow immediately.

MARCH 22, 1966.

Hon. W. B. POAGE,

Chairman, Subcommittee on Livestock and Feed Grains, Committee on Agriculture, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I have received notice that your Subcommittee on Livestock and Feed Grains is holding hearings to examine into the matter of export controls on cattle hides, calf and skins and bovine leathers. I would like to take the opportunity to comment on two important aspects of this problem which are of immediate concern.

First, the export controls in question are essentially a device to effectuate the administration's policy of using artificial market controls in order to bring about price stability. The President's action on hides is thus directly comparable in intent to his action to rescind price increases on aluminum, steel, copper, and cigarettes, and his attempts to control prices of agricultural commodities by dumping stored supplies. It is a resort to specific controls to contain price rises caused by the inflationary forces generated by administration fiscal and monetary policies. As in all cases of resort to short term expedients which benefit a particular sector of the economy, the President has damaged the opportunities of another sector. Such a policy is both bad economic theory but also will hurt the United States by diminishing the contribution of hide exports to our balance of trade.

Second, the Export Control Act does not contain adequate procedures for consultation both among Government agencies legitimately concerned and with domestic industries affected by export controls. Section 4 (a) and (b) of the Export Control Act provides for such consultations, but administrative procedures for implementing the legislative requirement of the act are not spelled out as they are, for example, in the case of consultative procedures under the 1962 Trade Expansion Act. Adequate consultative procedures are lacking in part because the Export Control Act is not subject to the Administrative Procedures Act, which conditions the Executive's use of most authority delegated to it by Congress.

That even the limited consultative procedures provided by section 4(a)(b) were not followed in the imposition is clear. I quote from comments made on the floor during debate on export controls on hides on March 16 (CONGRESSIONAL RECORD, p. 5768):

"There are a few guidelines in the statute, however. I think one of the most damning things about this thing is that the Department of Commerce has not even abided by the few guidelines that are in the law."

"I refer to section 4(a) of the act which I would like to read, if the gentleman will permit me. It is as follows:

Mar. 30, 1966

nations which have either the food to offer or the means to buy food. Proposed that we allot up to 200,000 tons of corn, up to 150 million pounds of vegetable oils, and up to 125 million pounds of milk powder to India. Proposed the allotment of 325,000 to 700,000 bales of cotton and 2 to 4 million pounds of tobacco so that India could release its own exchange resources for food and fertilizer purchases. Stated that he has directed the Secretary of Agriculture, in cooperation with AID, to consult with the Indian Government to ascertain if there are ways and means by which we can strengthen this effort. Proposed the establishment of an Indo-U. S. Foundation to stimulate education and scientific research in India, particularly in the field of agriculture and agricultural development. Urged endorsement of the Congress for this program. To Agriculture Committee. (H. Doc. 417) (pp. 6787-9) Rep. Albert and others commended the President's message (pp. 6809-11, 6827, 6859-60).

15. WATER RESEARCH. Passed with amendment S. 22, to authorize the appropriation of \$85 million over a ten-year period to the Secretary of the Interior to make grants to and finance contracts and matching or other arrangements with educational institutions, private foundations or other institutions, with private firms and individuals, and with local, State, and Federal agencies, to undertake research into any aspects of water problems related to the mission of the Interior Department, after substituting the language of a similar bill, H. R. 3606, which had been passed earlier as reported. H. R. 3606 was tabled. pp. 6801-2, 6806-9

16. DEFENSE PRODUCTION. The Banking and Currency Committee voted to report (but did not actually report) "H. R. 14025 (amended), to renew the Defense Production Act." p. D271

17. DAYLIGHT SAVING TIME. By a vote of 281 to 91, agreed to the conference report on S. 1404, the proposed Uniform Time Act of 1966, to establish uniform dates (from the last Sunday of Apr. to the last Sunday of Oct. each year) for the commencing and ending of daylight saving time in all States and jurisdictions where it is observed (pp. 6783-4). This bill will now be sent to the President.

RECLAMATION. Passed with amendment S. 254, to authorize the Secretary of the Interior to construct the Tualatin reclamation project, Ore., after substituting the language of a similar bill, H. R. 707, which has been passed earlier as reported. H. R. 707 was tabled. The bill includes a provision prohibiting, for ten years, the delivery of water from the project for the production of basic agricultural commodities in surplus supply, unless the Secretary of Agriculture authorizes production in the interest of national security. pp. 6793-4, 6795-6801

Passed with amendment S. 490, to authorize the Secretary of the Interior to construct the Manson unit, Chelan division, Chief Joseph Dam project, Wash., after substituting the language of a similar bill, H. R. 2829, which had been passed earlier as reported. H. R. 2829 was tabled. The bill includes a provision prohibiting, for ten years, the delivery of water from the project for the production of basic agricultural commodities in surplus supply, unless the Secretary of Agriculture authorizes production in the interest of national security. pp. 6794-5, 6802-6

19. PERSONNEL. Passed with an amendment H. R. 5147, to amend the Federal Employees Health Benefits Act of 1959 so as to permit until Dec. 31, 1966, CSC approval

of additional health benefits plans to come within the purview of the Act.
pp. 6789-93

20. INFORMATION. A subcommittee of the Government Operations Committee voted to report to the full committee S. 1160, to clarify and protect the right of the public to information. p. D272
21. FOREIGN AID. The Armed Services Committee voted to report (but did not actually report) H. R. 12617, to amend the Act providing for the economic and social development of the Ryukyu Islands. p. D271
Rep. McDade commended the efforts of the students of the University of Scranton to raise contributions to buy food for the people of India. p. 6782
22. INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1967. The Appropriations Committee was granted permission to report this bill by midnight Thurs., Mar. 31. p. 6783
23. CORN. Reps. Arends and Quie criticized USDA sales of corn as having an adverse effect on corn prices and grain elevator operators, and Rep. Quie inserted several items, including his letter to Secretary Freeman, on the matter. pp. 6813-5, 6835-8
24. ELECTRIFICATION. Rep. Teague criticized the expansion of the REA coop program as an encroachment on private utility companies. pp. 6815-6
25. CATTLE HIDES. Reps. Shriver and Culver protested the imposition of export quotas on cattle hides. pp. 6827-8, 6850
26. COMMODITY EXCHANGES; POTATOES. Rep. Hathaway spoke in support of his bill, H. R. 6006, to prohibit trading in Irish potato futures on commodity exchanges. pp. 6851-2
27. WATERSHEDS. Rep. Bandstra spoke in support of his resolution, H. J. Res. 994, which he stated "is aimed at removing a limitation on new watershed planning authorizations for fiscal year 1966 imposed by the Bureau of the Budget on the U. S. Soil Conservation Service." pp. 6852-3
28. RESEARCH. Rep. Ashbrook urged enactment of legislation to regulate the use of cats and dogs in research experiments, and stated that the House Agriculture Committee "has reported out a bill which is weak and ineffective and cannot help but fail in its objective." pp. 6840-1
29. FOREIGN TRADE. Concurred in the Senate amendments to H. R. 7723, to suspend the duty on certain tropical hardwoods until Jan. 1, 1968. This bill will now be sent to the President. p. 6785
Concurred in the Senate amendments to H. R. 6568, to make permanent the duty-free treatment or lower rates of duty temporarily applicable to copra, palm nuts, and palm-nut kernels, their oils, and specified fatty acids, salts, and other chemical products derived from the oils. This bill will now be sent to the President. pp. 6785-6
Rep. Sisk commended the visit of a Japanese trade mission sent to the Pacific coast to study possibilities of expanding new trade and eliminating or reducing problems of trade relations, particularly with regard to trade in Calif. agricultural products. pp. 6812-3

Mr. HALL. I yield to the gentleman from Oklahoma.

Mr. ALBERT. I have discussed this with the distinguished minority leader. The purpose of the request is to enable us to proceed with business on Monday and Tuesday, which are Jewish holy days. We do this only on rare occasions. It is only for that reason that we are asking to put over to Wednesday any votes which may be requested on Monday or Tuesday, except on rules.

Mr. HALL. Mr. Speaker, will the distinguished majority leader please advise the Members of the House as to whether or not it is the intent of this session, 89th Congress, which even the President has said he would hope to be finished by July 30 at the latest; for the House to honor all the primary election days that are coming up this year, and put off votes until after said primaries are held?

Mr. ALBERT. If the gentleman will yield further, we do not intend to put over any votes for primaries. It would be impossible to run the House efficiently during a primary year if we put votes over that came up on primary days.

Mr. HALL. I could not agree with the majority leader more, but we have in the past and I wanted the record clear. I withdraw my reservation of objection.

Mr. GERALD R. FORD. Mr. Speaker, reserving the right to object, would the distinguished majority leader indicate, without being specific, whether we are going to have business on Monday and Tuesday?

Mr. ALBERT. Mr. Speaker, will the gentleman yield?

Mr. GERALD R. FORD. I yield to the gentleman from Oklahoma.

Mr. ALBERT. We will have business. It is expected that we will have important business.

Mr. GERALD R. FORD. And all roll-call votes that would be requested for Monday and Tuesday would be put over to Wednesday, but any votes on rules or responses to quorum calls would be taken on Monday and Tuesday, regardless?

Mr. ALBERT. The gentleman is correct.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

The Chair hears none, and it is so ordered.

There was no objection.

COMMITTEE ON APPROPRIATIONS

Mr. DENTON. Mr. Speaker, I ask unanimous consent that the Committee on Appropriations have until midnight, Thursday, March 31, to file a report on the Department of the Interior appropriation bill for the fiscal year 1967.

The SPEAKER. Is there objection to the request of the gentleman from Indiana?

The Chair hears none, and it is so ordered.

There was no objection.

The SPEAKER. For what purpose does the gentleman from South Dakota rise?

Mr. REIFEL. Mr. Speaker, I reserve all points of order on that bill.

The SPEAKER. The gentleman from South Dakota reserves all points of order on the bill.

UNIFORM TIME ACT OF 1966

Mr. STAGGERS. Mr. Speaker, I call up the conference report on the bill (S. 1404) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of March 29, 1966.)

[Mr. STAGGERS addressed the House. His remarks will appear hereafter in the Appendix.]

Mr. FULTON of Tennessee. Mr. Speaker, today we have taken a bold step to end decades of costly confusion and unnecessary waste resulting from nonuniform observance of time in this Nation.

The bill will put an end to, for the most part, to the annual time scramble.

I wish at this time to thank my colleagues who supported this bill and commend those who argued against it for their honest discussion and comment which so sharply defined the issue.

Chairman STAGGERS also is to be commended for his efforts, without which, this bill could not have come to the floor and for his able handling of the bill in conference which gave us strong and meaningful legislation.

Also, special commendation is due to Mr. Robert Redding of the Transportation Association of America for his work done in behalf of this bill through the Committee for Uniform Time Observance. Mr. Redding has worked tirelessly in this field for the past 3 years both in Washington and at the State level. This work has been done in addition to his regular duties with the TAA. He has in every way assisted me and cooperated with my office in our efforts to secure passage of this legislation as well as working with other Members and committees in both bodies.

Very few people will ever know or fully appreciate the work that Mr. Redding has done here but I believe I can say that without his tenacity, alacrity, and inexhaustible energy this bill might not have been possible at this time.

Passage of this legislation measured in dollars alone will mean literally millions is savings for business enterprise across the Nation. In terms of convenience it is going to mean a great deal to the conduct of commerce across the Nation.

For these savings and this convenience, Mr. Redding deserves commendation and acknowledgement for his

work. He is the unsung hero in the success story of this legislation.

The SPEAKER. The question is on agreeing to the conference report.

The question was taken; and the Speaker announced that the ayes appeared to have it.

Mr. GERALD R. FORD. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 281, nays 91, not voting 60, as follows:

[Roll No. 50]

YEAS—281

Abbitt	Fino	McCarthy
Adams	Fisher	McClary
Addabbo	Flood	McDade
Albert	Flynt	McDowell
Anderson, Ill.	Foley	McEwen
Anderson, Tenn.	Ford,	McFall
Annunzio	William D.	McGrath
Arends	Fraser	McVicker
Ashley	Frelinghuysen	Macdonald
Aspinall	Friedel	Machen
Bates	Fulton, Pa.	Mackay
Beckworth	Fulton, Tenn.	Mackie
Bell	Gallagher	Madden
Bennett	Garmatz	Mahon
Bingham	Gibbons	Mailliard
Boggs	Gilbert	Marsh
Boland	Gilligan	Martin, Mass.
Brademas	Gonzalez	Matsunaga
Brock	Grabowski	May
Broomfield	Green, Oreg.	Meeds
Brown, Calif.	Green, Pa.	Michel
Broyhill, Va.	Grider	Miller
Burke	Griffin	Minish
Burton, Calif.	Griffiths	Mink
Burton, Utah	Grover	Monagan
Byrne, Pa.	Gubser	Moore
Byrnes, Wis.	Gurney	Moorhead
Cabell	Hagan, Ga.	Morgan
Cahill	Hagen, Calif.	Morris
Carey	Halleck	Morrison
Clausen,	Halpern	Morse
Don H.	Hanley	Morton
Clawson, Del.	Hanna	Moss
Cleveland	Hansen, Idaho	Multer
Clevenger	Hansen, Wash.	Murphy, Ill.
Cohelan	Hardy	Murphy, N.Y.
Collier	Hathaway	Natcher
Conable	Hawkins	Nedzi
Conte	Hays	Nix
Conyers	Hechler	O'Hara, Ill.
Cooley	Helstoski	O'Hara, Mich.
Corbett	Herlong	Olsen, Mont.
Craley	Hicks	O'Neal, Ga.
Cramer	Holland	O'Neill, Mass.
Culver	Horton	Ottinger
Cunningham	Hosmer	Passman
Curtin	Howard	Patman
Daddario	Hull	Patten
Dague	Huot	Peily
Daniels	Ichord	Pepper
Davis, Ga.	Irwin	Perkins
Davis, Wis.	Jacobs	Philbin
Dawson	Jarman	Pickle
Delaney	Jennings	Pike
Dent	Joelson	Pirnie
Denton	Johnson, Calif.	Poff
Derwinski	Johnson, Okla.	Powell
Dingell	Johnson, Pa.	Price
Donohue	Karsten	Pucinski
Downing	Karth	Quile
Dulski	Kastenmeier	Quillen
Dwyer	Kee	Race
Dyal	Keith	Rees
Edmondson	Kelly	Reid, Ill.
Edwards, Calif.	King, Calif.	Reid, N.Y.
Ellsworth	King, N.Y.	Reinecke
Erlenborn	King, Utah	Reuss
Everett	Kluczynski	Rhodes, Ariz.
Evins, Tenn.	Kornegay	Rhodes, Pa.
Fallon	Krebs	Rivers, Alaska
Farbstein	Kunkel	Robison
Farnsley	Laird	Rodino
Fascell	Landrum	Rogers, Colo.
Findley	Lipscomb	Rogers, Fla.
	Long, Md.	Rogers, Tex.

Ronan	Smith, Va.	Ullman
Roncallo	Springer	Utt
Rooney, Pa.	Stafford	Van Deerlin
Rosenthal	Staggers	Vanik
Rostenkowski	Stalbaum	Vigorito
Roybal	Steed	Vivian
Rumsfeld	Stephens	Walker, N. Mex.
Ryan	Stratton	Watkins
Satterfield	Stubblefield	Watts
St. Onge	Talcott	Weltner
Scheuer	Teague, Calif.	Widnall
Schisler	Tenzer	Wilson, Bob
Schneebeli	Thomas	Wilson,
Schwelker	Thompson, Tex.	Charles H.
Shipley	Thomson, Wis.	Wyatt
Sickles	Trimble	Wydler
Sisk	Tuck	Yates
Slack	Tunney	Young
Smith, Calif.	Tupper	Younger
Smith, N.Y.	Tuten	Zablocki

NAYS—91

Abernethy	Duncan, Tenn.	Minshall
Adair	Edwards, Ala.	Mize
Andrews,	Edwards, La.	Mosher
George W.	Ford, Gerald R.	Nelsen
Andrews,	Fountain	Olson, Minn.
Glenn	Gathings	Poage
Andrews,	Greigg	Randall
N. Dak.	Gross	Redlin
Ashbrook	Haley	Relfel
Bandstra	Hall	Roberts
Battin	Hamilton	Roudebush
Belcher	Hansen, Iowa	Roush
Berry	Harsha	Schmidhauser
Betts	Harvey, Ind.	Secrest
Boiling	Harvey, Mich.	Seiden
Bow	Henderson	Shriver
Bray	Hungate	Sikes
Brown, Ohio	Hutchinson	Skubltz
Broyhill, N.C.	Jonas	Stanton
Buchanan	Jones, Ala.	Sullivan
Callan	Jones, Mo.	Sweeney
Callaway	Jones, N.C.	Taylor
Casey	Kupferman	Waggoner
Cederberg	Langen	Walker, Miss.
Chamberlain	Latta	Watson
Clancy	Lennon	White, Idaho
Curtis	Long, La.	White, Tex.
Devine	Love	Whitener
Dickinson	McCulloch	Whitten
Dole	Martin, Ala.	Williams
Dow	Martin, Nebr.	
Duncan, Oreg.	Mills	

NOT VOTING—60

Ashmore	Farnum	O'Konski
Ayres	Felghan	Pool
Baring	Fogarty	Purcell
Barrett	Fuqua	Resnick
Blatnik	Gettys	Rivers, S.C.
Bolton	Gialmo	Rooney, N.Y.
Brooks	Goodell	St Germain
Burleson	Gray	Saylor
Cameron	Hébert	Scott
Carter	Holifield	Senner
Celler	Keogh	Smith, Iowa
Chelf	Kirwan	Teague, Tex.
Clark	Leggett	Thompson, N.J.
Colmer	McMillan	Todd
Corman	MacGregor	Toll
de la Garza	Mathias	Udall
Diggs	Matthews	Whalley
Dorn	Moeller	Willis
Dowdy	Murray	Wolff
Evans, Colo.	O'Brien	Wright

So the conference report was agreed to.

The Clerk announced the following pairs:

Mr. Burleson with Mr. Carter.
 Mr. Hébert with Mr. O'Konski.
 Mr. Rooney of New York with Mr. MacGregor.
 Mr. Keogh with Mr. Goodell.
 Mr. Kirwan with Mr. Mathias.
 Mr. Fogarty with Mr. Saylor.
 Mr. Rivers of South Carolina with Mr. Ayres.
 Mr. Holifield with Mrs. Bolton
 Mr. Celler with Mr. Whalley.
 Mr. Senner with Mr. Ashmore.
 Mr. St Germain with Mr. McMillan.
 Mr. Wolff with Mr. Wright.
 Mr. Leggett with Mr. Dowdy.
 Mr. Clark with Mr. Colmer.
 Mr. Barrett with Mr. Baring.
 Mr. Thompson of New Jersey with Mr. Teague of Texas.

Mr. Toll with Mr. Matthews.
 Mr. Moeller with Mr. Pool.
 Mr. Feighan with Mr. Gettys.
 Mr. Brooks with Mr. Chelf.
 Mr. Smith of Iowa with Mr. Diggs.
 Mr. Evans of Colorado with Mr. Murray.
 Mr. O'Brien with Mr. Willis.
 Mr. Udall with Mr. Dorn.
 Mr. Blatnik with Mr. Scott.
 Mr. Cameron with Mr. Resnick.
 Mr. Gray with Mr. Purcell.
 Mr. Todd with Mr. de la Garza.
 Mr. Corman with Mr. Farnum.
 Mr. Gialmo with Mr. Fuqua.

Mr. HALL changed his vote from "yea" to "nay."

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

ELECTION TO COMMITTEE

Mr. MILLS. Mr. Speaker, I submit a privileged resolution, and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. RES. 807

Resolved, That LERA (Mrs. ALBERT) THOMAS, of Texas, be, and she is hereby, elected a member of the standing committee of the House of Representatives on Merchant Marine and Fisheries.

The resolution was agreed to.

A motion to reconsider was laid on the table.

TO AMEND SUBCHAPTER S OF CHAPTER 1 OF THE INTERNAL REVENUE CODE OF 1954, AND FOR OTHER PURPOSES

Mr. MILLS. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 9883) to amend subchapter S of chapter 1 of the Internal Revenue Code of 1954, and for other purposes, with Senate amendments thereto, and concur in the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments, as follows:

Page 8, line 3 and 4, strike out "corporation to which this subsection applies—" and insert: "corporation—".

Page 11, after line 13, insert:

"(5) Section 46(a) (3) of such Code (relating to liability for tax for purposes of the credit for investment in certain depreciable property) is amended by striking out 'or by section 541 (relating to personal holding company tax)' and inserting in lieu thereof 'section 541 (relating to personal holding company tax), or section 1378 (relating to tax on certain capital gains of subchapter S corporations)'."

Page 11, line 17, strike out "Act" and insert: "Act, but such amendments shall not apply with respect to sales or exchanges occurring before February 24, 1966".

Page 13, after line 14, insert:

"Sec. 4. (a) Section 1361 of the Internal Revenue Code of 1954 (relating to unincorporated business enterprises electing to be taxed as domestic corporations) is amended—

"(1) by adding at the end of subsection (a) the following new sentence: 'No election (other than an election referred to in subsection (f)) may be made under this subsection after the date of the enactment of this sentence.';

"(2) by striking out in subsection (c) 'except as provided in subsection (m)';

"(3) by striking out 'subsection (f)' in subsection (e) and inserting in lieu thereof 'subsections (f) and (n)';

"(4) by striking out subsection (m); and

"(5) by adding at the end of such section the following new subsection:

"(n) REVOCATION AND TERMINATION OF ELECTIONS.—

"(1) REVOCATION.—An election under subsection (a) with respect to an unincorporated business enterprise may be revoked after the date of the enactment of this subsection by the proprietor of such enterprise or by all the partners owning an interest in such enterprise on the date on which the revocation is made. Such enterprise shall not be considered a domestic corporation for any period on or after the effective date of such revocation. A revocation under this paragraph shall be made in such manner as the Secretary or his delegate may prescribe by regulations.

"(2) TERMINATION.—If a revocation under paragraph (1) of an election under subsection (a) with respect to any unincorporated business enterprise is not effective on or before December 31, 1968, such election shall terminate on January 1, 1969, and such enterprise shall not be considered a domestic corporation for any period on or after January 1, 1969."

"(b) Effective on January 1, 1969—

"(1) subchapter R of chapter 1 of such Code (relating to election of certain partnerships and proprietorships as to taxable status) is repealed;

"(2) the table of subchapters for chapter 1 of such Code is amended by striking out the item relating to subchapter R; and

"(3) section 1504(b) of such Code (relating to definition of includible corporation) is amended by striking out paragraph (7).

"(c) The amendments made by subsections (a) (2) and (4) shall apply with respect to transactions occurring after the date of the enactment of this Act."

The SPEAKER. Is there objection to the request of the gentleman from Arkansas?

Mr. BYRNES of Wisconsin. Mr. Speaker, reserving the right to object—and I certainly shall not object—I feel that the Senate amendments are appropriate but I do so in order that the chairman of the Committee on Ways and Means, the gentleman from Arkansas [Mr. MILLS] may explain the amendments.

Mr. MILLS. Mr. Speaker, will the gentleman yield?

Mr. BYRNES of Wisconsin. I yield to the gentleman from Arkansas.

(Mr. MILLS asked and was given permission to revise and extend his remarks.)

Mr. MILLS. Mr. Speaker, H.R. 9883 as passed by the House of Representatives on February 7, 1966, contained three provisions relating to the option for corporations and their shareholders to be taxed in a manner similar to partnerships and partners.

The Senate adopted the three House-passed provisions of the bill and added an amendment repealing the provisions of the subchapter R of chapter 1 which provides a special option for partnerships and proprietorships to be taxed basically like corporations. The amendment would also provide for the tax-free incorporation of these businesses in certain cases.



Public Law 89-387
89th Congress, S. 1404
April 13, 1966

An Act

To promote the observance of a uniform system of time throughout the United States.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Uniform Time Act of 1966".

Uniform Time
Act of 1966.

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264), as modified by the Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standard of time within and throughout each such standard time zone.

SEC. 3. (a) During the period commencing at 2 o'clock antemeridian on the last Sunday of April of each year and ending at 2 o'clock antemeridian on the last Sunday of October of each year, the standard time of each zone established by the Act of March 19, 1918 (15 U.S.C. 261-264), as modified by the Act of March 4, 1921 (15 U.S.C. 265), shall be advanced one hour and such time as so advanced shall for the purposes of such Act of March 19, 1918, as so modified, be the standard time of such zone during such period; except that any State may by law exempt itself from the provisions of this subsection providing for the advancement of time, but only if such law provides that the entire State (including all political subdivisions thereof) shall observe the standard time otherwise applicable under such Act of March 19, 1918, as so modified, during such period.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified in this section.

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto. Violations.
80 STAT. 107.
80 STAT. 108.

SEC. 4. (a) The first section of the Act of March 19, 1918, as amended (15 U.S.C. 261), is amended to read as follows: Standard time
zones.

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. Except as provided in section 3(a) of the Uniform Time Act of 1966, the standard time of the first zone shall be based on the mean solar time of the

80 STAT. 108

sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in interstate or foreign commerce, and any such order may be modified from time to time. As used in this Act, the term 'interstate or foreign commerce' means commerce between a State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States and any place outside thereof."

"Interstate or foreign commerce."

15 USC 262.

(b) Section 2 of such Act is amended to read as follows:

"SEC. 2. Within the respective zones created under the authority of this Act the standard time of the zone shall insofar as practicable (as determined by the Interstate Commerce Commission) govern the movement of all common carriers engaged in interstate or foreign commerce. In all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that the time shall insofar as practicable (as determined by the Interstate Commerce Commission) be the United States standard time of the zone within which the act is to be performed."

Designations.

(c) Section 4 of such Act is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

60 Stat. 237.

SEC. 5. The Administrative Procedure Act (5 U.S.C. 1001-1011) shall apply to all proceedings under this Act, the Act of March 19, 1918 (15 U.S.C. 261-264), and the Act of March 4, 1921 (15 U.S.C. 265).

Effective date.

SEC. 6. This Act shall take effect on April 1, 1967; except that if any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or any political subdivision thereof, observes daylight saving time in the year 1966, such time shall advance the standard time otherwise applicable in such place by one hour and shall commence at 2 o'clock antemeridian on the last

Sunday in April of the year 1966 and shall end at 2 o'clock antemeridian on the last Sunday in October of the year 1966.

SEC. 7. As used in this Act, the term "State" includes the District "State." of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States.

Approved April 13, 1966.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 1315 accompanying H. R. 6785 (Comm. on Interstate & Foreign Commerce) and No. 1385 (Comm. of Conference).

SENATE REPORT No. 268 (Comm. on Commerce).

CONGRESSIONAL RECORD:

Vol. 111 (1965): June 3, considered and passed Senate.

Vol. 112 (1966): Mar. 16, considered and passed House, amended, in lieu of H. R. 6785.

Mar. 22, Senate concurred in House amendment with amendments.

Mar. 29, Senate agreed to conference report.

Mar. 30, House agreed to conference report.

